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ABSTRACT

An important component of the Study of State Programs in Bilingual Education was the identification and documentation of noteworthy local projects in order to disseminate information about their programming, materials and methodologies. In order to determine which local programs would be documented, officials in the U.S. Office of Education regional offices, and in the 20 state education agencies to be visited, were asked to nominate those local projects which they considered to be noteworthy in one or more of 10 categories or criterion areas considered important in bilingual education. The OE regional officials and 20 state officials originally nominated a total of 98 local projects in the 20 states as noteworthy under one or more of the 10 criterion areas. Fifty of these 98 local bilingual education programs and projects were then selected to be visited for final intensive review, using the following priorities: (1) that, based on an initial review of available documentation, they do in fact demonstrate noteworthy involvement in one of the 10 criterion areas; (2) that they represent a spectrum in terms of their geographical location and the languages and cultural backgrounds of their participants, across criterion areas; and (3) that they demonstrate a desire to cooperate in the data collection effort. Of the 50 programs and projects visited, 15 were ultimately selected for inclusion in this volume of case studies of noteworthy programs. The 15 chosen are in Pennsylvania, Texas, Illinois, Massachusetts, Michigan, Colorado, New Jersey, Louisiana, Oregon and Washington. (Author/CFM)

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# Supporting Volume II

of

# A Study of State Programs in Bilingual Education

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## Case Studies of Noteworthy Projects in Bilingual Education

By

Development Associates, Inc.
1521 New Hampshire Ave., N.W.
Washington, D.C.

**March 1977**

FL008214

# CASE STUDIES OF NOTEWORTHY PROJECTS IN BILINGUAL EDUCATION

## SUPPORTING VOLUME II
of
"A STUDY OF STATE PROGRAMS IN BILINGUAL EDUCATION

Under Contract No. HEW-300-75-0353

Submitted To:

OFFICE OF PLANNING, BUDGETING, AND EVALUATION
U.S. OFFICE OF EDUCATION
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
1521 New Hampshire Avenue, N. W.
Washington, D. C. 20036

March 1977

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Effective in developing resources that may be used in other projects

CHICAGO, ILLINOIS
Effective in bringing together into the same program, students of different languages and cultures

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Effective use of innovative techniques or materials in its educational activites

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Effective in improving student achievement or attitude

FALL RIVER, MASSACHUSETTS
Effective inter and intrastate collaboration in planning and implementation of educational activities

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Effective use of innovative techniques or materials in its educational activities ... the development of which was supported with federal funds

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Benefited from technical assistance activites coordinated by the SEA, or otherwise has benefited from high quality leadership capabilities exercised by the SEA

PHARR-SAN JUAN-ALAMO, TEXAS
Effective use of innovative techniques or materials in its educational activities, including televised or computer assisted instruction or other media whose development was supported with federal funds

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Effective in developing resources that may be used in other projects

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Represents a noteworthy collaboration of state and federal resources

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Effective in bringing together student groups from different languages and cultures in the same program

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Effective intrastate regional collaboration in the planning and implementation of its educational activies

# PREFACE

An important component of the Study of State Programs in Bilingual Education was the identification and documentation of noteworthy local projects. In this way, the ideas about programming, the materials and methodologies developed by these projects could be shared with others throughout the country and, in many cases, can be replicated with reasonable expectation of similar benefits.

In order to determine which local programs would be documented, Development Associates asked knowledgeable officials in the U.S. Office of Education regional offices, and in the 20 state education agencies to be visited, to nominate those local projects which they considered to be noteworthy in one or more of 10 categories or criterion areas. These 10 categories of projects, listed below, are the ones considered by the Office of Education to be of particular significance in the provision of bilingual education.

- a state-funded project at the local level that appears to be effective in improving student achievement or attitude;
- a bilingual education project that appears to represent a noteworthy collaboration of state and federal resources;
- a bilingual education project that appears to have benefited from technical assistance activities coordinated by the SEA, or which appears to have otherwise benefited from the leadership exercised by the SEA;
- a bilingual education project that appears to represent effective inter or intrastate regional collaboration in the planning and implementation of its educational activities;
- a bilingual education project that appears to have complied fully with P. L. 93-380 in the development of an application for a bilingual education program and the subsequent establishment of a committee of parents, and where appropriate, students;
- a bilingual education project that appears to have involved effectively the eligible children enrolled in non-profit, non-public educational institutions;

- a bilingual education project that appears to have made effective use of innovative techniques or materials in its educational activities, including televised or computer-assisted instruction or other media whose devevelopment was supported by federal funds;
- a bilingual education project that appears to have been effective in developing resources that may be used in other projects;
- a bilingual education project that appears to have been successful in validly determining language ability of limited English-speaking students;
- a bilingual education program/project that appears to have been effective in bringing together student groups of differing languages and cultures in the same program.

The OE regional officials and 20 state officials originally nominated a total of 98 local projects in the 20 states as noteworthy under one or more of the 10 criterion areas listed above. Fifty of these 98 local bilingual education programs and projects were then selected to be visited for final intensive review, using the following priorities:

- that, based on an initial review of available documentation they do in fact demonstrate noteworthy involvement in one of the 10 criterion areas considered to be current and important in bilingual education;
- that they represent a spectrum in terms of their geographical location, and the languages and cultural backgrounds of their participants, across criterion areas; and
- that they demonstrated a desire to cooperate in the data collection effort.

Of the 50 local bilingual programs and projects visited by Development Associates' study teams, 15 were ultimately selected for inclusion in this volume of case studies of noteworthy programs. The selected case studies were then approved by OE and sent to the 15 programs for review, and for correction of any factual errors in the text. The programs were also asked to indicate whether or not they wished to have their names used in the case studies or preferred to remain anonymous. All 15 chose to be identified by name, thus providing other school districts and bilingual education programs with the opportunity to contact them for information about their activities, materials, or methods.

It is important to state here, however, that although the programs did review the case studies, and generally concurred with the contents of the reports, the conclusions drawn are those of Development Associates, based on the data collected during the visits to each project, through interviews, documents, and observations; the views do not necessarily reflect those of either the U.S. Office of Education or the individual projects.

The format used for the documentation of these case studies is based on the Office of Education's Project Description Outline, and to the extent possible, is the format prescribed by OE's Dissemination Review Panel.

# BILINGUAL EDUCATION PROGRAM

# ALLENTOWN, PENNSYLVANIA

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INC.

March 1977

# BILINGUAL EDUCATION PROGRAM

# ALLENTOWN, PENNSYLVANIA

## A Case Study

Prepared for the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

The information contained herein was obtained pursuant to a contract with the Office of Education, Department of Health, Education, and Welfare. Contractors undertaking such projects are encouraged to document information according to their observations and professional judgments. For this reason, the information, points of view, or opinions stated herein do not necessarily represent official Office of Education position or policy.

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1521 New Hampshire Avenue, N.W.
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# I. PROGRAM OVERVIEW

## Criterion Under Which the Program Was Nominated

Allentown, Pennsylvania has a growing population of families of Puerto Rican and Arabic heritage. The Allentown BiCultural (ABC) Program was instituted to meet the educational needs of the children from these two very different backgrounds, as well as to increase the mutual understanding and awareness of three distinct language and cultural groups: the Hispanic, Arabic and Anglo.

The ABC Program was nominated as a case study candidate by the Pennsylvania Department of Education because it:

> "appears to have been effective in bringing together, into the same program, students of different languages and cultures."

## Overview of Past Evaluations and Their Findings

During April 1975, a five-person evaluation team from the Commonwealth of Pennsylvania's Department of Education, Bureau of Curriculum Services, Division of Languages visited the Allentown bilingual program and administered a standard evaluation questionnaire. Based on the data gathered, the team's report was generally favorable and commended the Allentown School District for its efforts to provide appropriate programs for non-English dominant children.

In addition to this outside evaluation, instructional personnel participating in the project prepared individual final reports on the project for the 1974-1975 academic year. These reports contained pre- and posttest results on project students, as well as the instructional staff members' personal views of the success of the project. For the most part, these reports are highly complimentary on the project's ability to serve both Spanish-dominant and Arabic-dominant children.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

Some 170 limited English-speaking ability (LESA) students participate in the project. These students, from five to 19 years of age, are in grade levels K through 12. Approximately 65 percent of these students are Spanish-dominant, 30 percent are Arabic-dominant, while the remaining five percent are dominant in a variety of other languages, including Vietnamese, Cambodian, and Greek. In addition, Anglo students are exposed to the project through their attendance of Spanish I class with Hispanics and other classes attended by LESA students.

According to the staff interviewed,the Hispanic students in the project are virtually all of Puerto Rican descent. Many of them return to the island to live which makes their transiency rate the highest of the LESA students. These students are typically from low income families and have little previous formal education. Consequently, they are mainstreamed into classes outside of the project at a more gradual rate than are the Arabic students.

The project staff generally thought that the Arabic students acquire math and English speaking skills more quickly than do Hispanic students. This may stem from the fact that, prior to involvement with the project, the Arabic students have had more formal education, including instruction in math and French, and are from middle as well as low income households.

The Anglo students who participate in the program's Spanish I class are generally considered to be high achievers, and come from middle to upper middle income households.

### History of the Program's Needs Assessment

A needs assessment for the Allentown project can be viewed at two distinct levels, that of the overall project and that of the individual child. It was during the late 1960's that the school district became acutely aware of the rapidly growing numbers of Spanish and Arabic students enrolling in the public schools, a trend substantiated by 1970 census data. To meet the needs of these LESA students, the district began a bilingual program in 1970.

Individual need for the bilingual program is assessed by testing students who might be of limited English-speaking ability. In order to assure their appropriate placement in the school system, the students of Hispanic heritage take the Puerto Rican General Ability Test, and students of Arabic heritage take a locally developed test.

## The Allentown School System

There are 26 schools serving 17,300 students in pre-kindergarten through twelfth grade, with an annual budget of more than $25 million. Since the late 1960s, the number of LESA students (of both Spanish and Arabic heritage) in the district has substantially increased. In response to these increases the district initiated a bilingual program using local funds. Then, in September 1974, the district began a Title VII project which was in its second year of operation at the time of this study.

## Program Objectives

The primary objective of the project is to increase the participant's academic skills in language arts, mathematics, and science by teaching these subjects in the student's dominant language. This has created a significant challenge for the Allentown School District in that LESA students represent two distinct linguistic groupings: a Spanish-speaking group comprised of Puerto Rican students, and an Arabic-speaking group of Lebanese and Syrian students. Thus, to meet the project's primary objective, the district has used materials, instructional personnel, administrative procedures, and curricula that are appropriate for both Spanish-dominant and Arabic-dominant students.

Secondary objectives of the project include increasing the LESA students' ability to function in the English language, fostering attitudes of mutual respect among LESA students, increasing the cultural awareness of school personnel and demonstrating to parents that the district is meeting the educational needs of the LESA children.

## Relationship of the Program to the Allentown School System

Three of Allentown's 26 public schools have a full-time bilingual education program; four others are served part-time by itinerant bilingual education teachers and/or aides. Three of the schools receive Title VII funds; the others receive Title III money.

Of 1,021 students from homes in which Spanish or Arabic is the dominant language, only 170 are actually limited English speakers. All of these LESA students are served by the ABC program.

Overall responsibility for directing the project rests with the district's Assistant Director of Secondary Education who is located in the district's central administration building. His duties include arranging for inservice training of instructional staff, compiling the annual project report, and coordinating the personnel in the project's five schools.

The project director estimates that the present annual budget of the project totals $143, 550. These funds come from the following sources: Title VII, Title III, and local district funds.

The five physical facilities of the project are: Dieruff High School, Harrison-Morton Junior High School, Sheridan Elementary School, Herbst Elementary School, and Mosser Elementary School. The schools are in close geographic proximity. With the exception of Dieruff, the buildings are somewhat old and, in some cases, rather crowded. According to persons interviewed, most of the LESA students live in nearby neighborhoods so that there is no need to transport children great distances to the participating schools.

## Program Personnel

At the present time there are 14 staff members involved in the project. A description of the staff's composition follows:

| Type of Personnel | Title | Certification | Languages |
|---|---|---|---|
| Administrative | Program Director (part-time) | Administrative | English*, Italian, and Spanish |
| Instructional | Teacher | Secondary Ed. | Spanish* and English |
| | Teacher | Elementary Ed. | Spanish* and English |
| | Teacher | Secondary Ed. | English* and Spanish |
| | Teacher Aide | Uncertified | Spanish* and Arabic |
| | Teacher Aide | Uncertified | Spanish* and English |
| | Teacher | Secondary Ed. | English* and Spanish |
| | Teacher | Secondary Ed. | English*, Spanish, and Arabic |
| | Teacher Aide | Uncertified | English* and Arabic |
| | Teacher (P) | Elementary Ed. | English* and Spanish |
| | Teacher | Elementary Ed. | English* and Spanish |
| | Teacher Aide | Uncertified | Spanish* and English |
| Supportive | School/Community Worker | Uncertified | Spanish* and English |

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* Dominant Language

The above data indicate that the district is using a significant amount of human resources to service the 170 LESA students involved in the project. Furthermore, all 14 staff members have some degree of fluency in either Spanish or Arabic, the two principal languages spoken by LESA pupils. Five of the staff are dominant in the Spanish language, three of the staff speak Arabic, and one teacher speaks both Arabic and Spanish.

The duties of the instructional staff vary depending on the school in which they work, their certification status, their proficiency in Arabic or Spanish, and their academic disciplines. In general, instructional staff perform one or more of the following activities:

- teach academic subject matter in the LESA student's dominant language,
- teach ESOL,
- teach Spanish to Anglo students in the project,
- tutor students on an individualized basis in either the dominant language or in English, and
- act as a liaison between individual LESA students and such district personnel as teachers outside the program or counselors.

## Program Budget and Resources

At the present time the project's annual budget is $143, 550. This is comprised of $94, 500 in ESEA Title VII funds; $18, 000 in Title III funds; and $31, 000 locally committed district funds. This is the second year that the district has received Title VII funds. According to the project director, the Title III program began in January 1975 and will cease at the end of the 1975-1976 fiscal year. The locally contributed funds support three teachers and one teacher aide involved in the project.

## III. PROGRAM METHODOLOGY

(In bringing together students of different languages and cultures)

As previously indicated, the Allentown project works with three distinct language groups: students whose dominant language is Spanish; students whose dominant language is Arabic; and, to some extent, students whose dominant language is English. The stated objectives of the program are "to develop competency in English, while maintaining and strengthening the pupils' subject matter skills in their native languages and developing understanding and respect for the cultures of all pupils."

In order to meet these objectives, the district is utilizing certain procedures and techniques which might be relevant to other LEA's faced with a similar configuration of students. The district has used several specific approaches in dealing with its Spanish-dominant, Arabic-dominant, and English-dominant student body, including the following:

- The project has employed instructional staff who reflect both ethnic and language characteristics of the student population. Indeed, all 12 of the instructional staff members speak either Spanish or Arabic (one teacher speaks both languages); and of the 12, four are of Hispanic heritage, three are of Arabic heritage, and five are of Anglo heritage.

- Great stress is placed on the fact that there are three primary cultures involved in the project (Anglo, Hispanic, and Arabic) whenever appropriate. For example, written communications to project parents, dissemination of project materials, and press releases regarding the project are written in Spanish, Arabic, and English. (Even an announcement of Puerto Rican Discovery Day was written in all three languages.)

- An astronomy program has been taped in Spanish, Arabic, and English which deals with the contributions made by Hispanic and Arabic people to the field of astronomy.

- TESOL* instruction is provided to Arabic and Spanish-dominant students together rather than teaching these two linguistic groups separately. The district's TESOL instruction is geared to many cultures, rather than to any one cultural group.

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* Teaching English to Speakers of Other Languages.

A TESOL class may be broken into subgroups based on English ability level rather than on culture. Thus, Arabic and Spanish-dominant students may take TESOL instruction together in a subgroup. The TESOL instructor is assisted by either a teacher aide or a student volunteer who can speak Arabic or Spanish whenever necessary.

- Arabic heritage and Hispanic heritage students are assigned to a counselor who is familiar with the cultural attitudes and requirements of LESA students. At Harrison-Morton Junior High School all project students, whether Spanish-dominant or Arabic-dominant, are assigned to one counselor who works closely with project teachers in arranging individualized educational schedules for LESA students and in assigning LESA students to teachers outside the project who are receptive to the project's objectives.

- Opportunities are provided for LESA students to interact with English-dominant students whenever appropriate so that each group can learn about the other's language, customs, and culture. The research team noticed at least two specific situations where English-dominant and LESA students were grouped together. First, at Dieruff High School certain homerooms contain English-dominant, Spanish-dominant, and Arabic-dominant students. These homerooms meet at the beginning of each school day to deal with administrative matters. Although the time spent in homeroom is short (10 minutes), culturally integrated homerooms do allow the three cultural and linguistic groups to interact. A second opportunity for cultural interaction appears in the Harrison-Morton Junior High School where Spanish I is taught to Anglo and Hispanic pupils in the same classroom.

- LESA students receive a continuous bicultural education experience through elementary, junior high, and high school in Allentown, and the five schools that participate in the program are all located in the area where the majority of LESA school age children reside. As a result, virtually all Spanish and Arabic-dominant students have access to an educational program that provides for their cultural and linguistic needs.

- Extensive inservice training and staff meeting sessions are held. In fact, since the initiation of the Title VII grant, the district has held a number of inservice training sessions to strengthen the project staff's bicultural knowledge and performance, including a week long workshop on minority testing with a Philadelphia School System resource program, a presentation by Herman Badillo on the importance of bicultural education, a workshop on developing bicultural curriculum guides, and several sessions on cross-cultural and nonverbal communication.

Topics of the monthly staff meeting include:

-- reviewing present technique and approaches;

-- planning for the future;

-- clarifying project objectives at various levels;

-- developing procedures for testing;

-- involving parents and other community persons in the project; and

-- planning for cultural activities, both inside and outside the school.

- A systematic process has been developed for gradually easing LESA students into classes outside the project. This process involves close coordination between the school's instructional personnel and coordinating staff. It involves the following steps: first, a determination that the LESA student is indeed ready to be placed in a class outside the bicultural project; second, placement in a minor subject class, which has at least one other student of similar heritage (pairing); third, placement in a major subject class, such as mathematics or social studies. Throughout this process, the project's instructional staff and the school counselor constantly review the individual LESA student's schedule to insure that the student is progressing at an appropriate pace.

## IV. EVALUATION

### History of Past Formal Evaluations

As mentioned earlier, two evaluations of the project have taken place. The first consisted of a set of internal individual eveluations performed by instructional personnel participating in the project, and contained a summary of each instructor's perceptions of what had taken place during the first year of the Title VII project. Although the criteria and methods used to measure the student's progress varied too much from class to class to be statistically analyzed, the pre- and posttest scores, plus the other data indicated that both the Hispanic and Arabic heritage students increased their knowledge of academic content areas and also increased their ability to function in the English language.

The second evaluation was performed by a team from the Pennsylvania State Department of Education. This evaluation consisted of a checklist of items to which both the program director and the evaluation team responded. For the most part, the evaluation team gave the project a high rating. Although there were few questions on the interview form specifically concerned with the project's effectiveness in handling differing language dominance groups, it appears that the evaluation team was pleased with the program's ability to work with these groups. The state evaluation team favorably commented on the project's use of Spanish and Arabic interpreters to test students for placement into the project; the appropriateness of instructional materials and methods developed for all LESA students; and, the use of the student's native or home language in the classroom. The state team thought that the project should also assess the needs of non-English-dominant children at other schools as well and provide the program for all who need it.

### Summary of Study Team's Personal Observations and Findings

As mentioned previously, the formal evaluations of the ABC Program have not been concerned with the effectiveness of the project in dealing per se with a variety of language and cultural groups, but rather with how well it served each group or individual. The best indicators of the project's concern about group integration are in the programmatic decisions, such as pairing students in "mainstreaming" situations, joint ESL classes, and printing of materials in all three languages.

The program staff has placed substantial time and thought into a program which directly serves only a very limited number of children. Their efforts to avoid isolating the various groups from each other, while recognizing the particular needs of students from each culture, are manifest throughout participating schools.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The Allentown program demonstrates that even a relatively small school district can develop a program which serves students of distinct language and cultural backgrounds. This is not to say that such a program is easily staffed, coordinated, and managed. On the contrary, the project's annual budget of $143, 550. represents a cost of over $840. for each of the 170 students. It also requires that competent instructional personnel be hired who can relate to the students culturally and linguistically and who can teach a variety of subjects in the appropriate language. It appears that Allentown, to some degree, has overcome its programmatic difficulties and has been able to develop a project that educates students with different language and cultural characteristics.

First, Allentown has been able to individualize instruction by providing classes and tutoring in both Spanish and Arabic and yet has been able to culturally integrate the Arabic and Hispanic students at certain times, so that the Arabic and Hispanic students are not totally isolated from each other or from their Anglo schoolmates. The project accomplished this by teaching certain subjects in Spanish and Arabic, and by arranging for homeroom periods and TESOL classes where Hispanic, Arabic, and Anglo students can interact and socialize with each other.

Second, the district has manifested its support for the project by involving a staff of 14 in the project, three of whom are funded by the district. This, coupled with the fact that the district's initial bilingual effort in 1970 was totally self-financed, demonstrates a strong local commitment to the concept and worth of bilingual-bicultural education.

Third, the district has developed a systemmatic method for training-project staff, through the use of inservice workshops and monthly staff meetings. Several persons interviewed thought that the training sessions have been particularly helpful.

Fourth, by establishing a bicultural program at the elementary, junior high, and high schools which serve the LESA community, the district has provided the opportunity for LESA students to continue in a bicultural educational program as long as they need it, regardless of when they enter the school system.

Fifth, the project has been able to systematize the process by which LESA students are gradually mainstreamed into the standard educational program. This process requires the close collaboration of instructional and counseling personnel and is highly individualized. It necessitates continual monitoring of the LESA student's progress, in both special project classes and regular classes.

Findings and Conclusions as to Noteworthy Status

On the basis of the study team's interviews with key project personnel, analysis of pertinent documents, and onsite classroom observation, it appears that the Allentown School District has been able to develop and implement certain practices and processes which do, in fact, permit the project to serve the bicultural needs of its Hispanic, Arabic, and Anglo populations.

## VI. SOURCES OF FURTHER INFORMATION

For further information concerning the Allentown Bicultural (ABC) Program, the following person may be contacted:

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Bilingual Education Project
S. Penn Street
Allentown, Pennsylvania
(215) 820-2045

# BILINGUAL EDUCATION PROJECT

## BROWNSVILLE, TEXAS

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROJECT

# BROWNSVILLE, TEXAS

A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

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## I. PROJECT OVERVIEW

### Criterion Under Which the Project Was Nominated

The Brownsville (Texas) Independent School District Bilingual Bicultural Education Project was nominated by the Texas State Education Agency, Director of Bilingual Education, as an outstanding example of:

> "a bilingual education project that appears to have been effective in developing resources that can be used in other projects."

In September 1971, the Brownsville Independent District (BISD) initiated a program of bilingual education at the kindergarten level as an alternative means of improving the education of Mexican American students. At the time the program began, the State of Texas had no official teacher training program for bilingual education. However, the BISD was fortunate to have several teachers who were themselves bilingual. Many of the more experienced teachers had been providing a "quasi-legal" form of bilingual education to limited English-speaking and non-English-speaking students. The introduction of formal bilingual education into the classroom gave a new respectability to their ongoing efforts and opened new avenues for coping with the learning problems of limited and non-English-speaking children.

At the outset, the district embarked upon a comprehensive program to develop the requisite competence of its personnel in bilingual bicultural education. This staff development program is the noteworthy resource developed by the BISD bilingual bicultural education program which may be used by other projects.

### Overview of Past Evaluations and Their Findings

There are no past evaluations which directly relate to the criterion for which the program was nominated. However, evaluations of the BISD bilingual project have been continuous since the fall of 1973 in the form of semi-annual reports to the school district. The final report for each school year compares pre- and post-testing results for that year. With the exception of child achievement, all aspects of the Brownsville bilingual education project are evaluated in qualitative terms, with evaluation of staff development based on the evaluator's direct observation. Some of the measures the evaluator uses are the availability and utilization of staff development opportunities, such as language training and preservice and inservice training. Enrollment in undergraduate and graduate courses is another criterion.

In May 1975, a consultant from the Texas Education Agency's Division of Bilingual Education (TEA) visited the BISD for two days. In addition to finding the bilingual program "in compliance" with all of the state guidelines, the TEA consultant also commented most favorably on the attitude of the staff and the quality of instruction provided to the children.

## II. GENERAL PROJECT DESCRIPTION

### Population Served

The Brownsville Independent School District is in the Rio Grande Valley in the extreme southern tip of Texas, an area dominated both numerically and culturally by Mexican Americans. The city of Brownsville is located across the Rio Grande River from Matamoros, Tamaurivas, Mexico. The most recent population estimate for Brownsville is 70,000 inhabitants, while the combined population of both cities is approximately 350,000. Eighty-five percent of Brownsville's population is Mexican American; fourteen percent is Anglo, and less than one percent is Black. Fifty-five percent of the total population is below the poverty level. Brownsville's proximity to the city of Matamoros, Mexico is both an advantage and disadvantage. On the one hand, Brownsville derives considerable economic benefit from consumers in Matamoros. On the other hand, the influx of 800-900 students each year has severely strained the ability of the city to finance the maintenance of its schools' physical facilities.

### History of the Project's Needs Assessment

Because the percentage of Spanish-speaking children in the district has remained fairly constant since the program began, the basic assessment of long range needs has not changed. The following is the program's assessment of its children's needs, as stated in the 1975-76 Title VII Proposal:

> "The Brownsville School District has provided many services for children who are not participating in bilingual education. The results of these efforts have not produced a significant impact on solving the dropout problem and the deficiency of reading skills. Of approximately 85 percent of the Mexican American pupils attending school, the majority of these children encounter considerable difficulty in acquiring knowledge of the basic skills in English. Teaching these children in the traditional school curriculum has not attained desirable results. Evaluation data collected by the district indicates that a great number of children are reading and achieving at a level much lower than the national norm."

The proposal also lists specific data on reading and achievement. In addition, the proposal's figures reveal that the Brownsville School District has experienced a dropout rate considerably higher than state and national averages.

## The Brownsville Independent School District

The Brownsville Independent School District encompasses an area of 86.3 square miles and contains 19 elementary, four intermediate, and three high schools. One of the elementary schools, however, operates for only six months during the school year when it provides services to children of migrant workers. One of the high schools did not begin operation until September 1975.

As of February 1976, the total student enrollment for the school district was 22,588 students. This figure represents an increase of 1,572 students over the previous year's enrollment. The racial/ethnic breakdown of the students in the total school system is: Hispanic,85 percent; other Caucasian,15 percent.

The transiency rate for the school district is a low five percent and consists primarily of incoming students. The transiency rate that would normally be expected for a migrant population is virtually non-existent because Brownsville is "home base" for a majority of the migrant families whose children attend the special six-month elementary school.

## Program Objectives

The objectives of the bilingual bicultural education program are stated in terms of programmatic and instructional goals for kindergarten through fourth grades.

The programmatic goals are:

- to develop and implement new curriculum and instructional models relevant to the needs of the public ;
- to incorporate into the program the assistance of the community, especially that of the parents of the children being served ;
- to design innovative instructional materials which will reflect the experiences of the children as members of their community and society ;
- to implement a well developed and coordinated program for staff development in conjunction with the local university; and
- to prepare an adequate evaluation design to properly measure program objectives.

The instructional goals are:

- to attain proficiency in two languages,
- to foster conceptual development,
- to acquire social arts skills,
- to promote cultural awareness, and
- to enhance self-concept.

## Relationship of the Program to the Brownsville Independent School District

Bilingual education is an integral part of the school district's entire curriculum in the 16 participating elementary schools. Initially, the program involved 652 limited English-speaking children enrolled in 12 elementary schools. Today, the full-time bilingual program includes over 5,600 of the 11,503 students (grades K through 4) at 16 participating schools. In the upper elementary grades, there are Spanish language courses available to all students; and, at the high school level, a bilingual vocational program has been operating successfully. The continuing education component also utilizes the bilingual process to accommodate the needs of over 1,000 adults annually.

### Program Administration

The BISD bilingual education program is administered by eight full-time staff members and one part-time evaluator/consultant. The director and the four curriculum coordinators have the major responsibilities for developing, implementing, and coordinating the entire project. Both the Board of Trustees and the district-wide administration state their support of the program.

### Sources of Program Supporting Funds

The program is funded by a combination of local, state, and federal funds. The majority of the federal funds are ESEA Title I and Title VII funds provided specifically for bilingual education. Some support is obtained from Title VII and Title IV funds, but these are not specifically for bilingual education. The breakdown of the program's sources of funds is as follows:

| | |
|---|---|
| State Bilingual Education Funds: | $158,875 |
| Local Education Funds: | $ 15,000 |
| ESEA Title VII Funds: | $260,000 |
| ESEA Title I Funds: | $420,000 |

State bilingual and Title I funds, supplemented by local funds, are used to finance bilingual education in grades K-two, while Title VII funds are restricted to grades three and four. In addition, bilingual education at a private school is included as part of the Title I funding.

## Location and Characteristics of Facilities

The focal point for the program's administration is the Bilingual Education Resource Center, located in three rooms at the Canales Elementary School. Although it tends to be overcrowded during those times when materials are being processed for distribution, the space appears to be adequate.

Classroom facilities are adequate in both size and quality. Teachers take pride in demonstrating their students' accomplishments through classroom exhibits of their students' efforts.

## Program Personnel

The program has a core staff of nine people, eight of whom are funded by Title VII, including the project director, an evaluator/consultant, four teacher trainer/curriculum specialists, one secretary, and one curriculum materials clerk, plus a community liaison agent funded by Title I; 195 classroom teachers funded by the state; and 84 teacher aides, funded by Title I, who assist teachers with bilingual instruction.

Program personnel have varying levels of experience in bilingual education. Although the majority of the teachers are "socially" bilingual, most were not formally trained in bilingual education. A committee of five, appointed by the superintendent of schools, tests the language proficiency of the teachers selected to participate in the project. In addition, all of the teachers are given the opportunity to attend preservice and inservice seminars and/or institutes on bilingual education methods. Some of the teachers are now working on advanced degree programs in bilingual education at the nearby Pan American University.

All professional members of the bilingual education staff have either MS or MA degrees. The average number of years of teaching experience is 16, four and one-half years in bilingual education. Two staff members are part-time instructors at nearby universities, and two others are official trainers in bilingual education for the State of Texas. All of the staff members have participated in the preparation of locally relevant instructional materials, including a "Handbook for Bilingual Education Teachers," designed to help teachers who are new to bilingual education. Two staff members have published books designed to further the education of the limited English-speaking child. One is entitled The Bilingual Child and His Environment; the other, Que Bonita Es Mi Ciudad.

The director of the bilingual education program is responsible for the overall management of the program . He reports directly to the Assistant Superintendent for Federal Programs and works closely with elementary school principals and their staffs to further the cause and objectives of bilingual education. He has 11 years of experience as an educator, including several as Title VII program evaluator.

The curriculum coordinators/writers develop, acquire, and adapt instructional materials for the program, plan and implement inservice training programs for bilingual education teachers, visit classrooms and work with the teachers in implementing the processes used in bilingual education. They also coordinate efforts and direct the development of a curriculum guide for the program as well as assist with the overall evaluation of the program. All four have MA degrees in education and two to four years of experience as curriculum coordinators.

The community liaison agent keeps the community informed of the status and progress of the program, coordinates and conducts meetings for the Parent Advisory Council and the Parent Advisory Committee, obtains information for and publishes a program newsletter, makes house visits, and attends community meetings to keep abreast of community needs.

The part-time evaluator/consultant, a well known authority in bilingual education in the southwest, is Associate Professor and Director of Bilingual Bicultural Education at the Pan American University in Edinburg, Texas. He monitors all project activities and reports to the director on the weaknesses and strengths of the program, and assists the staff in working with the evaluation instruments.

Project Budget and/or Resources

| | |
|---|---|
| Administration - Professional, Nonprofessional Salaries, and Contracted Services | $ 27,243 |
| Instructional Services | 293,106 |
| Facilities Maintenance | 780 |
| Student Body Activities | 1,000 |
| Community Services | 10,100 |
| TOTAL: | $331,239 |

## III. PROJECT METHODOLOGY

(In developing resources for staff development that may be used in other projects)

Brownsville's geographic location and its ethnic population have always presented a challenging problem to its educational system: how to cope with a non-English speaking child who (until a few years ago) was forbidden to use his/her native language at school.

The introduction of bilingual education in the Brownsville Independent School District, in 1971, was long overdue. When the program finally arrived it was greeted with some skepticism. It also posed two new problems -- an inadequate curriculum and lack of properly trained teachers. Although the majority of the teachers were "socially" bilingual, they were not qualified to teach bilingual education. Their entire formal training, both in curriculum and teaching methods, had been directed toward instruction in English. Recognizing these problems, the district directed its efforts towards developing and adapting instructional materials. A concerted effort was also made to train and certify teachers in bilingual education.

### Activities, Services, and Components and Their Relationship to Developing Resources

As a first step, language training courses were developed and conducted at night to help teachers improve their bilingual teaching proficiency and to prepare them for certification in the bilingual bicultural education program.

The district formally identified the requisite needs for teacher training and established attainable objectives. It was determined that teachers in the district needed training in language methodology, cultural awareness, and general information about bilingual bicultural education. The specific objectives of this comprehensive bilingual bicultural staff development program are geared to the skills needed by the children in the program. These objectives are:

- to develop language skills,
- to develop self-concept skills,
- to develop cultural awareness skills,
- to develop conceptual skills, and
- to develop social interaction skills.

Conducted in conjunction with Pan American University and Texas Southmost College, the staff development program consists of three phases: (1) pre-service training, (2) inservice training, and (3) enrollment in a degree program. All three phases have components for both teachers and aides. The final phase foresees teachers enrolling in a master's program and aides enrolling in an undergraduate program.

Specific objectives were developed for each phase of the program. Activities to implement each phase were developed by the district bilingual bicultural education staff in coordination with the local universities.

The preservice phase of the program lasts one week and is conducted in the summer prior to the beginning of the school year. The session is designed to accommodate approximately 100 teachers and 50 teacher aides. Consultants from Texas A & I and Pan American University, as well as demonstrations, videotapes, movies, and self-selection activities are utilized to achieve competence in the listed areas.

The inservice training phase takes place throughout the entire school year with two one-hour sessions scheduled each month. Attendance is voluntary and the sessions are scheduled after normal class hours. Four of the participating 16 schools have been selected as demonstration centers. Each of these four schools serves a specific geographic cluster of schools in its area. Two regular teachers from the demonstration school are selected and designated as demonstration teachers to work with the curriculum coordinators from the program staff in implementing demonstrations and other training activities.

Short-range objectives have been established for the third phase of the program -- enrollment in a degree program. These objectives are: (1) completion of 18 hours of graduate work by the end of the summer of 1976 by participants in the bilingual bicultural graduate program, and (2) completion of 18 hours of college credit by teacher aides participating in the program. Teachers and aides are strongly encouraged to participate in this third phase of the program. As an incentive for enrolling in this phase, the district reimburses participants for tuition and books.

In addition to these three phases, the district also schedules special workshops or "institutes" to cover specific areas as needed. Selected coordinators and/or teachers having special skills conduct these workshops. If necessary, outside consultants are also used. Three workshops were held for teachers in the summer of 1976, and one for aides.

The entire bilingual bicultural education project staff is deeply committed to the success of the program. Each of the four curriculum coordinators has been assigned to a school, including the demonstration centers. Each coordinator is responsible for coordinating with, and providing assistance to, bilingual education teachers. The curriculum coordinators visit each of their assigned teachers at least one morning each week, while afternoons are devoted to curriculum planning and development.

The coordinators monitor classes to insure that progress is being made in vital areas, provide demonstrations when needed, hold individual and group conferences, and obtain evaluation feedback from each of the teachers. One of the more notable contributions of the central office staff towards development of the professional teaching staff is the development of a "Handbook for Bilingual Education Teachers." This handbook, coupled with individual subject modules, is valuable both to the beginning and the veteran teacher as a guide and reference.

The periodic teacher evaluations are locally developed instruments designed primarily to provide feedback to the project staff on the adequacy and quality of the staff development training sessions. Every teacher also completes an evaluation form after each training session. The results indicate a favorable reaction to the staff development program on the part of the teachers. An interesting sidelight to this evaluation of the program by the teachers is a study conducted by one of the curriculum coordinators in partial fulfillment of her MA degree requirements. In her study, she compared bilingual program teachers' opinions regarding what should be included in inservice training with those of teachers in a "non-innovative" program. She found that bilingual teachers preferred more active participation and more frequent inservice training than did the teachers in the more traditional program.

## IV. EVALUATION

### History of Past Formal Evaluations

As noted before, evaluations of the Brownsville Independent School District bilingual bicultural education program have taken the form of interim and final reports which compare pre- and posttesting results. The reports also include general observations of the overall conduct of the program.

### Summary of Past Formal Evaluations (for the Specific Case Study Item of Criteria and Related Areas)

With the exception of noting the progress in certifying teachers for bilingual education, and indicating the number enrolled in formal and informal training programs, no formal objective evaluations of staff development efforts have been conducted. However, as noted in the previous section, teachers' appraisals of the effectiveness of the staff development program are favorable.

The program evaluator relies to a considerable extent on his own direct observations of the program. He compares progress in staff development , albeit subjectively, with the objectives set by the district. In those areas or objectives where he determines that there is a lack of improvement he makes appropriate recommendations. In his reports, the evaluator consistently gives the staff development program a very high rating. The 1973-1974 final report contains the following comment:

> "The Brownsville bilingual bicultural program staff, directors, coordinators, teachers, and instructional aides are continuously employing a variety of strategies to upgrade the linguistic and cultural dimensions of the teaching/learning process. The quality of coordination, supervision, and direction delivered by the central office staff to the teachers and aides in the bilingual-bicultural education program is comparable to the best efforts in the field known to the evaluator throughout the southwest."

Notwithstanding these comments, the evaluator recognizes a need for some objective system of evaluating staff development activities. A research design has recently been developed locally to collect pupil achievement data for comparison between teachers attending university graduate level courses and teachers not enrolled in this type of university training program. The comprehensive Test of Basic Skills and the Prueba de Lectura were administered to the two student groups earlier this year as a pretest to measure general academic abilities and Spanish language reading skills. Recommendations and projections based on posttest data comparison were to be presented in the final report for the school year 1975-1976. This latest effort to improve the evaluative techniques is indicative of the continuing interest and professionalism inherent in the district's bilingual bicultural education program.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

### Validity of Case Study Candidacy Nomination

This project's nomination as a noteworthy example in staff development is valid. The techniques employed in staff development can be replicated and used by other projects. However, the essential human factor is not easily replicated. This project is fortunate in its combination of administrators, trustees, central staff, and enthusiastic teaching staff, all of whom have served to make this an example of a commendable program.

The study team was impressed by the quality of the entire BISD bilingual bicultural education program. The central office staff members are quite competent in their field and enthusiastic about their work. Their efforts to assist and improve the quality of the teaching staff is evidenced by their scheduling of school visits as well as their personal efforts to develop educational materials and techniques. Interviews with several teachers at different schools confirmed the quality and adequacy of the staff development training programs. The use of the cluster system for inservice training minimizes the travel required of the teachers to participate in inservice training. Utilization of teachers to conduct inservice training sessions instills confidence in the teachers and serves as an incentive to those receiving the training.

In addition, the central office staff has been successful in involving parents in the program. There is an active Parent Advisory Council. Parents are consulted through questionnaires in both Spanish and English on the program's adequacy. An information letter, Las Notas, in Spanish and English, is published and distributed once a month, serving to keep parents and the community informed on the progress and current activities of the program.

The study team concludes that Brownsville Independent School District has an excellent bilingual bicultural education program, which enjoys the full support of the school administration as well as that of the Board of Trustees. The central staff and the teaching staff are enthusiastic about the program which has continued to make progress over the past five years. The small size of the community, the fact that school administrators, trustees, teachers, parents, and children share a second language and a bicultural lifestyle have created a highly communicative, closely knit network in the educational system.

Interviews with teachers and administrators revealed considerable enthusiasm for bilingual bicultural education. The support for the program by parents and top level administrators has resulted in steady improvement in all aspects of the program. The interest and professional expertise of the central staff has contributed to the development of a viable curriculum complete with new materials. The development of a teacher's guide and materials for the inservice training courses, in conjunction with classroom demonstrations, has contributed to the rapid certification of 90 percent of the teachers in bilingual bicultural education.

Staff development in the Brownsville system does not stop with certification. A strong continuing education program has been developed for teachers and aides. As of 1975, 32 teachers were enrolled in graduate level courses and 48 teachers' aides are working towards an undergraduate degree. In addition to formal training, the project sets up periodic workshops for teachers and aides to address specific areas of bilingual education. Night classes and a special ten-week course during the summer are designed to improve competency in the Spanish language.

Although a formal objective evaluation of staff development does not exist, the evaluator in his annual reports has consistently noted the steady improvement of the teaching staff since the inception of the program. In his final report for the school year 1974-1975 he stated : "The Brownsville bilingual bicultural instructional staff demonstrates a greater awareness of specific objectives and strategies than it did during previous project years. This evaluator has noted professional growth in the area of teacher knowledge about language, culture, and methodology."

## Conclusions

The Brownsville Independent School District has a sound program of bilingual bicultural education with a dedicated and enthusiastic staff. Specific needs for children and teaching staff were identified and objectively developed to meet those needs. The development of materials to assist the teaching staff and the increased interest in curriculum development are indicators of the quality of the entire program. There is a recognition that a more objective method of determining overall progress is needed and steps are underway to search for improvements in this area.

The quality of the bilingual bicultural project in Brownsville is dependent to a great extent on the quality of the current central staff and their ingenuity in coping with the problems of a new program. This experience should be recorded and made available to other districts as well as being made available within the central office to serve as a guide for new staff members. It is recommended that a "policies and procedures" manual be developed to insure the continued quality of the program and to serve as a guide to other districts involved in or initiating a bilingual bicultural education program.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

# CHICAGO, ILLINOIS

Prepared For:

U.S. OFFICE OF EDUCATION

By

DEVELOPMENT ASSOCIATES, INC.

March 1977

# BILINGUAL EDUCATION PROGRAM

## CHICAGO, ILLINOIS

A Case Study

Prepared for the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

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# PREFACE

This report was developed during 1976. As such it only includes data up through 1975. The Department of Government Funded Programs for Chicago schools has indicated that the bilingual education program there has changed since that time. Further, it has been indicated that many of the problems cited in the report have been corrected. The case study has been included because, while not indicative of the present situation, it does provide information which may be of use to others.

## I. PROGRAM OVERVIEW

### Criterion Under Which the Program was Nominated

The bilingual education program in the city of Chicago was nominated as a case study candidate by the Director of the Regional Office of Education as a noteworthy example of:

> "a program which appears to be effective in bringing together different language and culture student groups in the same program."

### Past Evaluations and Their Findings

Past evaluations by the city, state and Title VII Office indicate that the program has been successful in improving student achievement in languages, reading, science, mathematics, and in student growth in self-esteem. This appears to be true for most of the ethnic and linguistic groups in the program. These evaluations also indicate, however, that the program has been less successful in providing staff training, parental involvement and integration into the regular school program.[1] Shortcomings in these areas may be partially attributable to the linguistic and cultural diversity of the program, but they are not associated with any particular linguistic or cultural group(s). Nor do these shortcomings outweigh the success which the program has had with the students. Since the program in Chicago is currently serving several diverse cultural groups in eight different languages, the nomination by this criteria appears to be valid. It should be noted, however, that the Chicago LEA is so large that the various groups are frequently isolated from each other and are served by distinct projects in different schools. Therefore, after a discussion of the LEA as a whole and its methods of administering a multilingual multicultural program, this case study will focus on three schools in the LEA, each of which has adopted a different approach to serving different language and/or culture groups within the same project.

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[1] This information, and all other data in this report pertains to the 1974-1975 academic year.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

Chicago has one of the most ethnically heterogenous populations in the United States. Puerto Rican and Mexican Americans reside in the city in relatively large numbers, along with substantial numbers of other Spanish-speaking ethnic groups. In addition, there are growing numbers of speakers of Arabic, Chinese, German, Greek, Italian, French, Korean, Filipino, Polish and Serbo-Croatian. In fact, more than 80 linguistic groups are represented in the city. Many of these are new arrivals, attracted to Chicago because of its relatively low unemployment rate. They tend to settle in areas where their ethnic groups are already established. There are groups of Puerto Ricans in West Town and Humboldt Park; Mexican Americans in South Lawndale and South Chicago; Asian Americans in Uptown and Rogers Park; Greeks in the Ravenswood community; and Polish on the Northwest side. According to the Student Racial Survey (September 1974) of the Chicago Board of Education, a comparison with 1973 data indicated a decline in the percentage of Caucasians in the Chicago public schools, a slight rise for Blacks and a 10 percent rise in the percentage of Spanish-surnamed Americans. 2/ Normally the educational and economic levels of the recent arrivals are low; but there are exceptions, especially among the Cubans, South Americans, and Asians.

### History of Program's Needs Assessment

There have been classes for Teaching English as a Second Language (TESL) in Chicago's public schools for more than 20 years. In 1969, the Chicago Board started the first formally organized bilingual education project in the city. During the 1969-1970 school year six projects were funded through ESEA Title VII.

In 1970-1971, the State of Illinois began its funding of bilingual education and five new projects were added. Eight more projects, three federal and five state, were implemented in 1971-1972; and the state added 11 new projects for 1972-1973.

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2/ (C.F. Research and Evaluation Design for Chicago's Bilingual Programs 1975-1976, Board of Education of the City of Chicago.)

In 1973-1974, three new languages -- Greek, Chinese, and Italian -- were added to the program. Thirty-five new bilingual centers were also added for Spanish-speaking students in that year bringing the total number of bilingual centers to 72. Over 90 were in operation for 1974-1975. According to the Title VII Office of Chicago there are currently 101 centers serving 22,183 students in eight different languages. There are 968 teachers; almost all of whom are bilingual.

## The Chicago School System

The Chicago school system has significant autonomy within the state system. It certifies its own teachers and is run by a board which is appointed by the mayor. The city divides itself into 27 districts, but the federal government regards the entire city as one district.

In 1974-1975, Chicago spent a total of $1.4 billion on education and served 526,716 students in 598 schools. The total number of students has been declining in recent years and a few schools have been closed. According to a census done by the Board in 1974, about 10 percent of Chicago's students have English language difficulties due to their other language backgrounds.

## Program Objectives

The city has adopted the six basic goals of the State Standards and Guidelines for Bilingual-Bicultural Education. These six goals are:

- Students in the bilingual program will achieve literacy and fluency in two languages.
- Students in the bilingual program will achieve at a rate commensurate with their own age, ability, and grade level in all school subject areas.
- Students in the bilingual program will demonstrate growth in self-esteem.
- Students in the bilingual program will be provided with a coordinated and integrated learning environment through effective coordination with the general school program.
- All teachers and staff members of participating schools will be involved in a comprehensive inservice training program.
- Parents and other community members will be involved in the planning, implementation, and evaluation of the bilingual program.

Integration into the school system (Goal 4) is achieved by insisting that, at the minimum, all students in the bilingual program take art, physical education, music, and any other subjects within the regular school program which require little English. The only exception to this are the pre-kindergarten centers which serve only LESA children.

## Administration

Chicago's Board of Education is a separate unit from the State Board, although, it must conform to the state guidelines in order to receive funds. The Chicago board has a Bureau of Multilingual Education and Title VII. The State Office of Bilingual Education monitors these programs and reviews their proposals. Direct administration of the projects is usually carried out through a part-time or full-time bilingual coordinator, or through the school principal, depending on the size of the program. Most projects are funded by both the city and state. The state allocates funds for the transitional phase and the city for maintenance of the student's native language and culture.

## Sources of Program Supporting Funds

As of 1974-1975, the program in Chicago received $6,000,000 from the state, $8,506,000 from the city and $2,661,000 from ESEA Title VII. Illinois Public Act 78-727 signed into law September 10, 1973 mandates bilingual education in all attendance centers enrolling 20 or more limited English-speaking students of the same language background effective July 1976. The needs assessment which was done for the state has proposed a funding level of $12,000,000 for 1976 so that Chicago can increase the total number of students to 27,670 and add five new languages in its first mandated year. It is not at all certain that Chicago will receive the entire amount of funds proposed. In 1974, the governor used a veto to reduce funds for bilingual education by 25 percent.

## Location and Characteristics of Facilities

Usually the bilingual projects have at least a bilingual office; frequently they also have a bilingual center. Sometimes bilingual classes are held in a separate wing of the building. The State Bilingual Coordinator indicated that many of the facilities allocated to bilingual projects are inadequate, in part because of the general lack of space in several inner-city schools. The facilities vary according to the space available, the size of the project, and the priority which it is given by the school administration. Of course multilingual projects require more classroom space than do projects which serve only one foreign language.

## III. PROGRAM METHODOLOGY

(In bringing together different language and
culture groups in the same program)

The Chicago program is certainly multilingual. It presently serves students whose first languages are Spanish, Chinese, Greek, Italian, Arabic, Japanese, Korean, Filipino, and French. This type of program is not as difficult to administer as it might seem, however, since 85 percent of the participating students speak Spanish. Furthermore, the ethnic groups tend to settle in distinct neighborhoods, so schools frequently have projects which serve only one foreign language. The home languages of LESA students in the program are:

| LANGUAGE | PERCENT |
|---|---|
| Spanish | 85.0 |
| Chinese and Japanese | 3.0 |
| Greek | 1.0 |
| Italian | 1.0 |
| Polish | 1.0 |
| American Indian | 1.0 |
| French | 0.5 |
| English | 7.0 |
| Other | 0.5 |

The multicultural aspect of this program is also an important consideration as the figures below indicate:

| ETHNIC/CULTURE GROUPS | PERCENT |
|---|---|
| Hispanic | 85.0 |
| Other White/Caucasian (not Hispanic) | 7.5 |
| Asian/Pacific Islanders | 3.0 |
| American Indian | 1.0 |
| Greek | 1.0 |
| Italian | 1.0 |
| Polish | 1.0 |
| Black/Negro (not Hispanic) | 0.5 |

Among the Spanish-speaking students there exist several distinct sub-groups with different cultural, and to a lesser extent, different linguistic backgrounds. The two largest sub-groups are the Mexicans and Puerto Ricans. The Mexicans are usually Indian/Caucasian. There is some tendency for these two sub-groups to live in distinct neighborhoods. When there are Puerto Rican and Mexican students in one school, they tend to associate with their own sub-group.

It should be noted that the history of Puerto Rico is different from that of Mexico. The two countries have different heroes, poets, and traditional holidays. The cultural component of a bilingual project frequently devotes a great deal of time to art, literature and society of the pre-Colombian Indians in Mexico. The Caribs of Puerto Rico were a far smaller group and far less is known about them. Puerto Ricans and Mexicans with little education have different accents and many different idiomatic expressions. However, when the two sub-groups have had any significant positive contact with each other these differences have not impeded communication.

It is also important to note that there are significant differences in culture and language ability between recently arrived Mexicans and second and third generation Mexican Americans or Chicanos. Chicanos occasionally reject their Mexican heritage and do not wish to participate in the bilingual program. Furthermore, their oral command of English often disqualifies them from some projects. Frequently they have serious problems with both languages and some administrators, including the Title VII coordinator in Chicago felt that the special needs of the Chicanos are not being adequately met in the bilingual program.

Other significant sub-groups who speak Spanish are the Cubans and South Americans. These students frequently come from better schools and are on a higher socio-economic level than the Mexicans and Puerto Ricans. Occasionally there are similar sub-groups among the other language groups, especially the Chinese, who speak Cantonese and/or Mandarin.

## Administration

In spite of the obvious difficulties which this cultural and linguistic diversity presents, administrators from Title VII and the state feel that they are being overcome. They feel that in many respects this diversity is an advantage in helping students to understand many cultures. Recruitment of staff has presented a serious problem but this is due primarily to difficulties in finding bilingual bicultural individuals who qualify for certification by the city. In spite of this, all of the current fulltime staff in the program are bilingual and bicultural. The composition of the bilingual staff is as follows:

## ADMINISTRATION

| | | |
|---|---|---|
| SECOND LANGUAGE: | Spanish | 28 |
| | Greek | 1 |
| | American Indian | 1 |

## INSTRUCTIONAL PERSONNEL (not aides)

| | |
|---|---|
| Spanish | 726 |
| Asian/Pacific | 225 |
| American Indian | 18 |
| Other | Not available |

## AIDES, CLERKS, AND SECRETARIES

| | |
|---|---|
| Spanish | 350 |
| Asian/Pacific | 5 |
| Italian | 1 |

Although there is no formal policy which specifically deals with a multilingual-multicultural program, much of the administrative approach in Chicago has evolved from the need to deal effectively with significant diversity.

Within certain general guidelines each school develops its own approach to bilingual education. The method of funding individual proposals follows no exact formula; the SEA reviews and evaluates each proposal in terms of how it will meet the needs of the student in that school's area. The state coordinator stressed the fact that although schools are monitored closely to assure compliance with the six goals of the program, the state does not "go in there and try to tell them how to do their job." The six goals which the state put forth in the guidelines are broad enough as to permit a variety of methodologies. In the proposal, each school is required to state its particular goals and the methodologies it will use to meet them. Thus, when a project is evaluated, it is required to show how it is meeting its own goals as well as the broader goals which are put forth by the state.

Consequently, the evaluations which the state has done until now tend to focus on the individual project rather than a comparison or ranking with respect to other projects. Visits to individual schools confirmed that this process is helpful in a multilingual and multicultural setting. Schools with cultural groups having a strong educational background tend to emphasize the language and cultural components; whereas schools with groups who are weak in mathematics, reading, and science, tend to emphasize those areas through a liberal use of tutors, aides, and small groups.

For the purpose of discussion, the various strategies which the schools are using can be grouped in terms of four basic models:

- The self-contained model: A system in which all of the core subject matter is taught within the bilingual program. Thus, elementary school students in such a program will normally take mathematics, reading, and social sciences in their native tongue. Language arts will be taught in English by a bilingual teacher from the bilingual program. Students will take physical education, music and art in the regular school program but spend a high percentage of their time within the bilingual program.

- Pull-out half day: Students will take most of their core courses in the normal school system. Language arts, social science, and special back-up classes in the core courses take place in the bilingual program. Students spend half their time in the bilingual program.

- Team-teaching: Students receive all courses except music, art and physical education through the bilingual program. Usually there is a significant percentage of English dominant students in the project. One teacher is Spanish dominant and one is English dominant.

- Integration with outside faculty: There is a small bilingual staff which teaches core subjects in the student's native tongue to those students who least understand English. Students with a better command of English are grouped together in core classes and receive instruction in English from a regular teacher at the school who is not bilingual. Special tutoring is available to students by the bilingual staff. Cultural courses are taught in the home language.

In addition to these basic models a variety of grouping patterns were observed in various schools. This flexibility in approach appears to help the schools meet the needs of the particular ethnic and linguistic groups which they serve.

Under the state guidelines, bilingual funds cannot be used for TESL. However, TESL and bilingual education are under the same Bureau and attempts are being made to coordinate their programs. The TESL methods are useful to allow one teacher to work with students from a variety of language backgrounds, although there has been some debate as to its effectiveness.

## Staff Training and Instructional Materials

Staff training and educational material development and dissemination is more difficult in a multilingual-multicultural program. The Chicago Board of Education has a curriculum development center which has developed numerous materials for bilingual programs. Most of these materials were developed in 1970 and discussion with several bilingual coordinators and Title VII staff indicated that they were of little use in the program. None of these materials were found in use in the four schools which were visited. Perhaps the most important locally developed item is Chicago's Short Tests of Linguistic Skills (STLS). Although this test will also be used for evaluation purposes, when it is fully in use, it will provide the city with a standardized method of determining student eligibility and placement. The test, which has been in development for three years, will be especially useful in a multilingual setting. It is for grades three-nine and is designed to test not only comprehension in simple items but also the ability of the student to produce comprehensive English sounds and simple sentence structure.

Using a contrastive analysis, parallel forms (not translations) were produced in English together with each of the following languages: Arabic, Chinese, Greek, Italian, Japanese, Korean, Filipino, Polish, Spanish and Vietnamese. Pilot testing for purposes of obtaining normative data and an item analysis are almost completed. Features of the STLS are:

- parallel items and parallel forms in both languages to determine the degrees of bilingualism;
- consideration given to using the child's first language as a point of reference, and contrasting his language to English to isolate problem areas;
- subtests in the basic language (listening, speaking, reading, and writing) skills in various linguistic areas;
- short subtests (20 items) which will not require an excessive amount of time to administer, with the goal of maximizing time available for instruction; and
- items reflecting a specific local orientation which will be more meaningful to the child and to his cultural background. [3]

No other locally developed instructional materials were found which were widely used.

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[3] The information on the STLS was obtained from the Chicago School Board, Department of Research and Evaluation, and the Instruction Manual for the STLS.

There are three Resource and Demonstration Centers in Chicago which are federally funded. These centers attempt to gather materials which are available from any source and make them available to teachers throughout the city. Much information concerning materials is disseminated during the inservice training programs which the centers provide for teachers and aides. These programs usually last for three days and teachers are given a demonstration of the bilingual program in the school and are made aware of materials available in various languages for bilingual education. A review of the materials in the resource center of the Kosciuszko School revealed a large supply of educational materials from the National Dissemination Center in Austin, Texas. A particularly interesting item for a multilingual program was a series of twenty 16 mm films called Magic Moments produced by Encyclopedia Britannica. The director of the center said they were very popular with the teachers, but especially with those who are in multilingual projects. The films are very colorful and contain almost no narrative. Some are short and fast-moving; others are sequences with blanks between each sequence.

In spite of the resource centers, most of the coordinators and teachers interviewed had researched and located their materials on their own. Administrators and teachers felt that the supply of materials for Spanish was adequate but that they were insufficient for other languages.

## Parent Participation

The city of Chicago Title VII program did not establish a citywide Chicago Bilingual Bicultural Advisory Board until the 1975-1976 schoool year. Parent participation has been low at both the local district and city level, in part because of the multiplicity of languages. Many of the parents cannot speak English, and translating the proceedings into a variety of languages has been difficult.

## Multilingual Multicultural Projects

In the course of this study, three separate schools were visited which have multilingual and/or multicultural projects. A brief description of these projects will serve two proposes: it will demonstrate the flexibility possible in the various approaches used by individual schools to meet the needs of their particular students; and it will give examples of how a multicultural and multilingual can be served within one project. This is important to point out here that each of the schools has different sources of funds for different languages programs, but the programs are interlocking.

## FIGURE 1 - BOWEN HIGH SCHOOL

TOTAL STUDENTS - 3,500

RACIAL/ETHNIC COMPOSITION: (C. F. 1974 Proposal)

| | |
|---|---|
| Caucasian | 315 |
| Black - English-speaking | 2,115 |
| Black - Haitian | 100 |
| Mexican | 932 |
| Puerto Rican | 225 |
| Other Spanish-speaking | 41 |

TOTAL LESA - 1,100 (Staff estimate - 1976)

TOTAL PARTICIPANTS - 600

| BY ETHNIC GROUP | AND | LANGUAGE |
|---|---|---|
| Mexican | 400 | Spanish |
| Puerto Rican | 100 | Spanish |
| Haitian | 100 | French |

STAFF:

FULLTIME - 10 (1 coordinator, 2 counselors, 6 instructional, 1 community representative)

- 8 speak Spanish (6 Mexicans, 2 Puerto Ricans)

2 speak French (Haitian)

PARTTIME - 27

5 speak Spanish

3 speak French

19 speak only English

FUNDING: Project receives funding from state, board and Title VII.

MODEL: Integrated with school faculty.

(Information on the neighborhood high school and project was gathered from project staff).

- Bowen High School (See Figure 1)

Bowen High School serves an area on the south side of Chicago which has been changing rapidly. Ten years ago it was 50 percent Anglo; today it is approximately 60 percent Black and 30 percent Latino. The Latino population, especially Puerto Rican, has been growing in recent years. There has also been a recent settlement by a small, but significant number of Haitians. These high school students tend to break up into their own groups, Black, Latino, Puerto Rican, Mexican, Chicano and Haitian.

Actually there are two bilingual projects at Bowen, one Spanish and one French Haitian. Each project submits separate proposals and each has its own coordinator. The Spanish project began five years ago and the Haitian project is in its first year. Coordination between the two projects is close and their methodologies are the same. For the purpose of the present discussion they may be viewed as one project.

Whenever possible, students are screened for the project from eighth grade teacher recommendations or tests. The remaining students are either selected at random from the general student population or recommended by the high school faculty. All students enter the project voluntarily and with written parental consent. Participating students can be divided into three categories:

- Monolingual Spanish or French-speaking (little or no knowledge of English)
- Bilingual (fluent in two languages)
- Monolingual English-speaking/Spanish-surnamed (little or no knowledge of Spanish--usually a second or third generation Mexican American or Chicano.

Special emphasis is placed on group 1, but the project is committed to serving all three groups. Therefore, this bilingual project uses both transitional and language maintenance methods.

The project consists of two major components. The first component includes accredited classes in English as a Second Language (ESL) I, II, III; Essential English; pre-Algebra I, II, III; Geometry; General Science; Biology; Modern World History; United States History; Special Spanish; Bookkeeping; and Typing. Certain sections of these courses are frequently taught in English by monolingual teachers who also teach in the regular school program. Project staff at Bowen claim that this system is effective because the students in such classes are all from the bilingual project and the teachers have made an effort to understand some of the cultural influences and to "pick up" some of the native language. Students in these classes understand some English and the teachers will pause from time to time to allow those students who understand more to help those who have problems. Bilingual tutors are also provided for these students. Several staff members, all of whom were either Haitian, Puerto Rican, or Mexican, insisted that this system works; and that although it might be better to have a fulltime bilingual staff, it is not a high priority. They also state that this system effectively integrates the regular faculty into the bilingual program, and that it helps to integrate the Haitians and the Latinos because they attend these classes together. The Chicago Title VII director commented that this is an acceptable system on a temporary basis when there is a lack of bilingual personnel. However, he prefers the self-contained model with an all bilingual staff.

The second component is an innovative technique, used by a few other high schools in Chicago as well. This involves students in "minicourses" for credit to develop their knowledge of biculturalism. The minicourses usually last three weeks. They include: Photography, Puerto Rican History, Haitian History, Mexican, and Puerto Rican Folk Dancing. Frequently these minicourses integrate students from different ethnic and language groups.

There are several other activities which this project carries out, many of which help to integrate the various groups. These activities seem to indicate a high level of student participation in the projects. One of these activities is the bilingual center newspaper, Los Ojos, which comes out every week. Mexican, Puerto Rican, and Haitian students help to put it out and several of them expressed great enthusiasm. Most articles are in English, a few are in Spanish. Another important activity which was recently completed was a large mural, "Cultural Azteca," which was done on one of the walls of the bilingual center. Money for the mural was raised by students and staff through dances and other activities. Students from all ethnic backgrounds worked on the mural for two years under the guidance of a local artist who works in the security section of the school. Formal invitations were sent out and the dedication was attended by the students, parents, teachers, and members of the local school board. The Bowen bilingual project also sponsors field trips to various colleges, universities, and museums.

No formal evaluation of this project was available but staff and students felt that it was effective in meeting the six goals (page 3). With reference to the criterion area, they felt that this project had a significant impact in helping the various ethnic groups understand each other. They also felt that, on the whole, the presence of various linguistic and ethnic groups was more of an advantage than a problem in bilingual bicultural education.

- Senn High School (See Figure 2)

Senn High School serves a great diversity of linguistic and cultural groups on the north side of Chicago. Many of these residents have arrived from other countries within the past five years. This diversity is reflected in the student body. In addition to those nationalities listed, it is interesting to note that Senn has 34 students from Ecuador, 41 from the Philippines, 24 from Burma, and 28 from Greece. Thirty-two percent of the student body comes from 54 foreign countries. Only 49 percent of the students were born in Chicago. It is quite likely that Senn will have to add at least one new language, and possibly more, to its bilingual project. However, total enrollment has been declining in the last ten years.

Senn has a self-contained model inasmuch as all staff are bilingual individuals who work fulltime in the project. The project operates in a separate wing of the school, and students who speak little or no English attend all their classes in the project with the exception of physical education, music, and art. All student participants have a homeroom which is outside the project. The project has components in Spanish, Chinese, and Korean. Students from the three components are integrated during their English classes. With the exception of English, all core courses are taught in the student's native language. Although the three components are under one coordinator, each component functions separately. There are few activities, similar to the newspaper or mural at Bowen, where students are integrated. This is partly because there are no funds for such activities, partly due to a lack of facilities, partly because it is understaffed. The coordinator for this large project is only half-time; and since there are no counselors, she spends much of her time in counseling students. There appeared to be a lack of facilities and a need for counselors, instructional staff and aides. In an interview with the study team, several faculty stated that the relative isolation of the project from the rest of the school leads to some resentment on the part of other faculty. This is balanced in part by the fact that the coordinator had been a member of the Foreign Language Department for five years before she assumed her present duties, and is well known and respected.

Despite any difficulties, the academic courses seem to function well. In the several classes observed, the teachers were lively and experienced, and student interest appeared to be high. A Colombian mathematics teacher commented that the students grasped concepts easily when they were presented in Spanish.

## FIGURE 2 - SENN HIGH SCHOOL

(Data from 1974 Proposal, Senn Facts and Figures and 1975 Enrollment Report)

| | | |
|---|---|---|
| TOTAL STUDENTS | - | 2,553 |
| RACIAL/ETHNIC COMPOSITION: | | |
| Caucasian (non-Hispanic) | | 1,208 |
| Black - English-speaking | | 400 |
| American Indian | | 11 |
| Mexican | | 142 |
| Puerto Rican | | 172 |
| Cuban | | 158 |
| Other Hispanic origin | | 104 |
| Asian/Pacific Islander | | 358 |
| TOTAL LESA | - | 705 |
| TOTAL PARTICIPANTS | - | 250 (There is also a TESOL program at Senn with an enrollment of 250 students. They are not included in these figures.) |
| BY ETHNIC GROUP | | |
| Hispanic | | 130 |
| Chinese | | 80 |
| Korean | | 40 |
| STAFF: | | |
| FULLTIME | - | 12 (1/2 coordinator, 8 1/2 instructional, 3 aides) |
| INSTRUCTIONAL | - | 6 speak Spanish (2 Puerto Ricans, 1 Cuban, 1 Panamanian, 2 Anglos)<br>2 Chinese<br>1 Korean |

FUNDING: Bilingual project receives funding from the state and city. (TESOL project is funded by Model Cities)

MODEL: Self-contained.

Senn also has a large TESOL Project which is not directly coordinated with the bilingual project. Several bilingual staff stated that there is competition between the two projects. The disparity between the two projects was further illustrated in the physical arrangement of the classrooms: TESOL was in one wing of the building while the bilingual project was in another. This problem is further complicated by the fact that students are assigned to TESOL and are obliged to remain in the project until they reach a certain level of English, whereas students enter the bilingual project voluntarily. Students who wish to enter the bilingual project are supposed to be able to leave TESOL, but the bilingual coordinator and a student who had tried this indicated it was not always the case. Nevertheless, the principal said there is no duplication and there are no plans to merge the two projects.

An evaluation of the bilingual project and the TESOL project by Educational Management Services for the Chicago Board of Education in 1974-1975 was highly critical of this separation and of the TESOL methodology. A few of the comments were: "parochial approach ... teacher more absorbed with the mechanics of the teaching method than with the responses of the students ... general lack of knowledge of the field of linguistics, language acquisition and language pedagogy." In 1976, all school were mandated to provide bilingual instruction for all groups of 20 students or more with the same home language. If the TESOL project does not qualify as bilingual education, the bilingual project will probably have to add one or more languages which have sufficient students. It is difficult to imagine how the bilingual project could adequately serve the small numbers of students who speak Italian (1), Polish (5), German (6), and the 10 other language groups which have LESA students represented at Senn, and who are now in the TESOL program.

- Kosciuszko Elementary School (See Figure (3)

Kosciuszko Elementary School serves an area just north of Chicago's downtown which has changed rapidly. Twenty years ago the majority of the residents were Polish with a significant number of Mexicans; since then, many of the Polish residents have moved out and their place has been taken by Appalachians and Puerto Ricans. Approximately 30 percent of the students in Kosciuszko's bilingual project are monolingual Anglos, the others are fairly evenly divided between Mexicans and Puerto Ricans. The school is able to serve students who are English dominant and students who are Spanish dominant in the same project and the same classrooms through its use of team teaching. Each grade from one to eight has at least one section which is bilingual. In the bilingual classes, there are two teachers, one who is English dominant and one who is Spanish dominant. The teachers are equal in authority in the classroom and this is emphasized by placing their desks side by side. One teacher teaches the English components of the project and also teaches English

## FIGURE 3 - KOSCIUSZKO ELEMENTARY SCHOOL

| | | |
|---|---|---|
| TOTAL STUDENTS | - | 1,080 (1975) |
| RACIAL/ETHNIC COMPOSITION | | |
| Caucasian | | 355 |
| Black | | 25 |
| American Indian | | 18 |
| Asian | | 2 |
| Puerto Rican | | 400 |
| Mexican | | 265 |
| Other Hispanic | | 16 |
| TOTAL LESA | - | 568 |
| TOTAL PARTICIPANTS | - | 650 |
| BY ETHNIC GROUP | | |
| Spanish surname | - | 450 |
| Caucasian (English monolingual) | - | 200 |
| STAFF: | | 30 (1 coordinator, 14 teachers, 11 aides)<br>15 speak Spanish (12 Spanish surname, 3 Anglos)<br>15 monolingual English |

FUNDING: Project receives funds from the board (18 staff), the state (8 staff), Title VII (3 staff), and Title I (1 staff).

MODEL: Team-teaching.

as a Second Language to the Spanish-speaking students. The other teacher teaches the Spanish components and Spanish as a Second Language to the English-speaking students. All students take the core subjects in their native tongue during the first year. Teachers use a wide variety of grouping patterns. This type of instruction requires a great deal of planning and coordination between the two teachers.

This approach is expensive because of the extra teachers required, but it appears to be very effective. Project staff state that children in the project score significantly higher in reading and mathematics than children who are not. A Title VII evaluation showed students in the Kosciuszko project scoring significantly higher than a comparison group in all academic areas. A bicentennial presentation was observed in which English dominant children spoke Spanish and Spanish dominant children spoke English. A large number of parents attended the show.

One other important concept which has been tried in Chicago with apparent success for multilingual multicultural projects is the magnet school. The project at Stewart School is based on the half-day pull-out model. Students are bussed in from their regular schools, attend bilingual classes during the morning, and return to their regular classrooms in the afternoon for instruction in the content subjects.

The project is designed to meet the needs of 80 Chinese, Japanese, Korean, and Philippino students. Grade levels served are three to seven. Participants are encouraged through programmed instruction and self-designed projects to learn their own language and other Asian languages; to study Asian, Asian American, and American social study units; and to improve their English language skills.

Innovative aspects of the project include university volunteers, a lending library facility, and a speaker service which provides a special units related to Asian studies to all the district's 24 schools.

## IV. EVALUATION

(Of efforts to bring together different language and culture groups in the same program)

### History of Past Formal Evaluations

There have been no evaluations of the Chicago bilingual program which are specifically directed at its multilingual multicultural aspects. Nor do there appear to be any evaluations which focus on a comparison of multilingual projects to bilingual projects. Evaluations are currently being done by the city and state which will obtain baseline identification data for all participating students and will enable project comparisons. The results of these evaluations should answer two questions: To what extent is the effectiveness of the project affected by the home language of its students? (i.e., are Spanish projects more effective than Greek projects?) This would help to determine if the multilingual aspects of the Chicago program had caused it to neglect certain languages. The other question that needs to be answered is: How successful are multilingual projects in comparison with bilingual projects?

The evaluations which are available suggest that the Chicago program is a strong program overall. The problems of serving students of many cultures in several languages do not appear to be insurmountable.

How Chicago is performing with respect to its six goals: the last state evaluation was a process evaluation of 101 projects, 59 in Chicago and 42 outside of Chicago. It involved 500 people over a period of two years. 4/ In 1974, Title VII did an evaluation of ten federally-funded projects. This study used a comparison group to evaluate the dependent variables of instruction in English and Spanish language arts, instruction in content areas, and growth in self-awareness and social awareness. These variables were evaluated on a pre- and post-test basis. Teacher, administrator, and parent attitudes were evaluated through individual questionnaires. 5/ An evaluation of projects in ten schools which serve LESA students whose home language is not Spanish was conducted by the Department of Research and Evaluation of the Board of Education of Chicago in 1975, using onsite observations. Student achievement was determined on a pre- and post-test basis. 6/

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4/ Bilingual Bicultural Education: The Illinois Classroom Profile, Ann Gonelon, University of California, (Davis); H. Ned Seelze, Illinois Office of Education (Chicago). Discussion Draft. October 1975.

5/ Final Evaluation Report ESEA Title VII Bilingual Education Program Fiscal 1974, Board of Education, City of Chicago.

6/ Evaluation Report for Multilingual Programs, Board of Education, City of Chicago, 1975.

## Goal I

Participants will achieve fluency and literacy in two languages.

State: "Students enrolled in bilingual programs throughout the state are achieving oral bilinguality ... Evaluation findings indicate 73 percent English fluency and 68 percent accomplishment of first language fluency."

Title VII: "In most instances, in English and Spanish language arts and in content areas, the majority of program groups reached the evaluation criteria set and surpassed the comparison groups."

City: "Tentative findings indicate an increase in the group means between pre- and post-test in the first language and the English language."

## Goal II

Participants will achieve at a rate commensurate with their own age, ability, and grade level in all school subject areas.

State: "Progress towards the goal is impressive, although some schools have not come to terms with assessing student needs in relation to the most effective language of instruction."

Title VII: "... at the beginning levels most kindergarten and primary one groups registered increases that surpassed the established norms in mathematics, science and social studies ... when program groups registered statistically, significant gains for primary three to grade six."

City: Testing not completed.

## Goal III

Participants will demonstrate growth in self-esteem.

State: "Bilingual programs are doing a commendable job in the implementation of this goal. Students in the programs demonstrate enthusiasm, a sense of identification, and positive attitudes towards themselves and their peers."

Title VII: "Program participants gained also in the nonscholastic area of social maturity."

City: "Of the participating students, 89.2 percent preferred being in the bilingual program; 91.6 percent felt they had changed while participating in the program."

Goal IV

Participants will be provided with a coordinated and integrated learning environment through effective coordination with the regular school program.

State: "Coordination and integration ... has not been accomplished in the majority of bilingual programs ... causes of this are:

1. Normal difficulties of establishing a well-coordinated program in the first year of a program's existence,
2. Lack of clearly defined leadership ... in the bilingual program,
3. Lack of a well developed mechanism for communication and involvement of both regular and bilingual teachers in program planning and implementation."

Title VII: Not applicable to this goal.

City: Not applicable to this goal.

Goal V

All teachers and staff members of participating schools will be involved in a comprehensive inservice training program.

State: "Marked progress has been achieved in increasing the specificity and extent of inservice opportunities ... Still, many teachers, especially those non-bilingual teachers, teaching in buildings which have bilingual programs, have not availed themselves of sufficient inservice opportunities."

Title VII: Of the teachers in the program, "... only slightly more than one quarter were optimistic about inservice training for all participating schools."

City: "Approximately 53 percent of the teachers felt this goal was being met frequently ... 31.8 percent felt it was achieved only sometimes."

## Goal VI

Parents and other community members will be involved in the planning, implementation, and evaluation of the bilingual program.

State: "There is strong parental support for bilingual programs but local advisory councils need to be strengthened."

Title VII: "Two-thirds or more of the parents expressed positive views of their center ... 61.1 percent wanted ... more guidance as to how they might take a more active role in center functions."

City: "... the vast majority of the parents participate infrequently." Over 80 percent felt that the center had a "positive effect on their children."

## V. STUDY TEAM'S FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Chicago appears to have strong bilingual bicultural program. Program administration and staff are dealing effectively with the difficulties encountered in a multilingual multicultural program. This success is mostly in areas where there are 20 or more students with a common home language, but the magnet school is a promising experiment in serving areas where LESA students are widely distributed. Difficulties in identifying eligible students, staff recruitment, obtaining materials, and parental involvement are partially attributable to the linguistic and cultural diversity of the program. Nevertheless, these obstacles have not seriously interfered, and it appears that they will be overcome.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROJECT

EAGLE PASS, TEXAS

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

## EAGLE PASS, TEXAS

A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

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Development Associates, Incorporated
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## I. PROJECT OVERVIEW

### Criterion Under Which The Project Was Nominated

The Eagle Pass, Texas Bilingual Education Project was nominated by its state education agency as a noteworthy example of:

> " a bilingual education program that appears to have made effective use of innovative techniques or materials in its educational activities, including televised or computer-assisted instruction or other media whose development was supported with federal funds. "

This nomination was based on the Eagle Pass bilingual project's effective use of the Guszak diagnostic reading program which it translated into Spanish, and the use of highly individualized contracts between each student and teacher in both the Spanish and English curricula.

### Overview Of Past Evaluations

There have been no formal evaluations of the project by outside evaluators. However, the Eagle Pass Independent School District has continuously monitored all phases of the bilingual education project since its inception. The findings of these internal evaluations support the project's nomination as a noteworthy example of a project which has effectively used innovative techniques and materials.

## II. GENERAL PROJECT DESCRIPTION

### Population Served And Its Characteristics

The twin cities of Eagle Pass, Texas and Piedras Negras, Coahuila, Mexico are located on the Rio Grande River near its juncture with the Mexican Rio Escondido. The two cities are situated along the Camino Real, the main highway linking Mexico and Texas. Historically, this route was used by explorers and military expeditions from the latter part of the seventeenth century to the early part of the nineteenth century. Then, when Texas became an independent nation, the Mexican Government halted legal trade between Mexico and Texas, and each country established a military outpost on its border, thus founding the twin cities of Eagle Pass and Piedras Negras. The two cities now have a combined population of 93,000 residents who freely enjoy reciprocal border-crossing privileges.

The city of Eagle Pass's population is approximately 90 percent Mexican American, whose dominant language is Spanish. Most of its citizens derive their livelihood from the international trade between Mexico and the U.S. Although outwardly the community appears to be stable and affluent, many of its residents migrate north during the harvest season to work in agricultural fields. Consequently, about 25 percent of the students in the Eagle Pass Independent School District are identified as migrants.

### History Of The Project's Needs Assessments

The needs assessments conducted by the bilingual education project are primarily concerned with the students' ability to speak English. Studies by the local education agency, the Model Cities program, and the city government all have substantiated the need for an educational program suited to the needs of students whose dominant language is Spanish. Placement of these students in the state-mandated bilingual education program at the kindergarten or first grade level is based on both the subjective and objective criteria enumerated below:

> Subjective Criteria include (1) a principal/student interview to determine the limits of the child's English language ability; (2) referrals by teachers who have determined that the child's limited English-speaking ability is a handicap to his educational progress; (3) principal/teacher/parent conferences which indicate that, until entry into first grade, the child has lived in a totally Spanish-speaking environment.
>
> Objective Criteria utilized to determine placement are: (1) the child is placed in the bilingual education project if rated as "Spanish monolingual" or "Spanish dominant" on the Home Bilingual Usage Estimate (C. Rudolph

Skoczylas, 1971); (2) the child is placed in the bilingual first grade project if his reading level expectancy score falls at 1.2 or below; (3) the child is placed in the bilingual project if he scores at levels 1-3 on the English subtest of the Bilingual Syntax Measure (Harcourt, Brace, Jovanovich, Inc.).

Student progress is carefully recorded by all teachers, who are required to report the instructional reading levels of their students at the beginning, the middle, and the end of each project year. The bilingual education project staff has also utilized tape recordings of placement interviews and testing sessions so that other staff members could critique the results.

## Description Of The Eagle Pass School System

The Eagle Pass Independent School District has a total enrollment of 7,500 students in grades K through 12 in ten schools -- one high school, one junior high, and seven elementary schools (six of which have bilingual education programs; the other has a program for mentally handicapped children). In FY 1976, the school system operated with an annual budget of approximately $5,572,893, plus federal funds of approximately $1,749,316. Although specific data is lacking, the transiency rate is high; and, according to the superintendent, 77 percent of the children in the school district qualify for Title I money.

## Project Objectives

The major goals of the Eagle Pass Bilingual Education Project are:

- to enrich the educational experience of participating students by providing them all the necessary means to become fully competent coordinate bilinguals, literate in both Spanish and English;
- to encourage positive self-image in the non-English-speaking child by creating a school environment compatible with his home environment so as to eliminate alienation at the initial stage of the school career;
- to raise the academic achievement level of participating students by avoiding the retardation of concept development caused by the introduction of new material in a language with which the children are not familiar;
- to provide the student with native language reading skills commensurate with his age level, years of schooling, mental maturity, and general level of academic ability (a diagnostic individualized approach is used for teaching both Spanish and English reading throughout the district);

- to develop in the student a second language ability which eventually will allow him to function in that language in all possible areas of endeavor and on a level commensurate with his age level and intellectual ability; and
- to promote an understanding and appreciation of the inherent values in both socio-cultural systems prevalent in this area of the country, thus making the students both bilingual and bicultural.

In order to achieve these goals and objectives, the Eagle Pass bilingual project established the following five-year development plan: (1) to establish an instructional component for a model bilingual project from kindergarten through fifth grade; (2) to identify, evaluate, adapt, and develop a wide range of bilingual instructional materials to meet the needs of this community; (3) to train the staff and evaluate its performance throughout the year; and (4) to establish an extensive parental involvement project.

## Relationship Of The Project To The School System

Because 90 percent of the 7,500 students in the Eagle Pass Independent School District are Mexican American, and 97 percent of the students between the ages of five and ten years are classified as limited English speakers, all but one of the seven elementary schools in Eagle Pass participate in the bilingual project which serves 1,800 children in kindergarten through fourth grade. In addition, approximately 50 to 60 English dominant children participate in the bilingual project on a voluntary basis. In the 1973-74 school year, there were four kindergartens, nine first grades, and nine second grades. In the 1974-75 school year, a fifth kindergarten was added. By the 1975-76 school year there were eight kindergartens, 15 first grades, 11 second grades, seven third grades, and seven fourth grades. The number of pupils enrolled increased from 647 in the 1973-74 school year to 1,324 in the 1974-75 school year; and to 1,800 in the 1975-76 school year.

It was a natural evolutionary process for the local education agency of this primarily Mexican American community to establish a bilingual project. However, the genesis of bilingual education on a formal basis did not occur until the advent of Title VII of the Elementary and Secondary Education Act (ESEA) which began in September 1972. Initially, the Eagle Pass Model Cities project also provided funds for the development of bilingual education, and the Emergency School Aid Act (ESAA) began providing funds for bilingual education in the FY 74 academic year.

### Administration

The project director has overall responsibility for the administration of the bilingual education project. He reports to the assistant superintendent for education on instructional matters, and to the federal projects coordinator on budgetary matters. The principals of the various schools work closely with the project director on all aspects of the bilingual project. Although the superintendent of schools has some philosophical differences with bilingual education as mandated by state law, he supports the staff of the project in their development of bilingual education.

### Sources Of Project Supporting Funds

The federal projects coordinator confirmed that Title I ESEA funds in the amount of $541,000 have been granted to the LEA. The LEA has also applied for $20,045 in Title IV-B funds under the Library Services and Construction Act. An application for Title IV-C funds (Awareness of Local Culture and History) has been rejected. Funds for the bilingual project come from the following sources: ESEA Title VII, $178,000; ESAA (Emergency School Aid Act), $149,000; and, allocated but not appropriated, $24,000 from the State of Texas Education Agency under SB121 and HB1126.

### Location And Characteristics Of The Facilities

The elementary schools which house the bilingual education project are located throughout the City of Eagle Pass. The facilities are contemporary in design and adequately provide for the educational development of the participants. The offices for the project staff are located in a free-standing building near one of the elementary schools. They share conference facilities with other projects.

## Project Personnel

The staff of the bilingual education project includes:

### Project Director

The Project Director has overall responsibility for the administration of the bilingual education project; and, in addition, is responsible for writing proposals, establishing budgets for the project, and establishing and implementing teacher training activities.

## ESL Curriculum Specialist

The Curriculum Specialist has the responsibility for establishing curriculu norms in English, assisting in the administration of the bilingual education project under the supervision of the Project Director, and working directly with the principals and teachers in each of the schools.

## Spanish Language Specialist

The Language Specialist assists the Project Director in the development of curriculum materials in the Spanish language, and works with the principal and teachers in each of the area schools under the supervision of the Project Director.

## Teachers

All teachers have degrees and teaching certificates with experience varying from one to 11 years. The teachers interviewed for this study indicated limited experience in teaching bilingual education, although all of the teachers in the project are bilingual. Some teachers have Master's degrees in subject areas other than bilingual education, and most are currently working on advanced degrees in various phases of bilingual education at the local campus of Sul Ross University.

## Teacher Aides

The aides assist the teachers in supportive non-teaching roles. Each aide is shared by two teachers. The aides reinforce the subject areas taught by the teacher in either English or Spanish. Teachers' aides are required to have a high school diploma.

## Project Budget/Resources

The funds received are used to pay bilingual education staff salaries, travel, and similar costs. A specific budget breakdown for categorical costs by line item was not available. The State of Texas allocation is a fixed rate of $25/ per calendar year/per student enrolled in the bilingual education project.

## III. PROJECT METHODOLOGY

(In making effective use of innovative techniques or materials in its educational activities)

The Eagle Pass Independent School District has organized an instructional plan designed to incorporate the use of the two dominant languages of the community, Spanish and English, into the bilingual education project's basic curriculum. The basic instructional plan provides for initial reading being taught in only the dominant language during first grade; an intensive ESL component which spans all grade levels; an individualized diagnostic reading component which introduces initial reading skills in the dominant language and eventually extends to the second language; and a content area project which eventually leads to the introduction of new concepts in both the native and second languages.

The LEA has conceived the language development curriculum for the Spanish dominant students (97 percent of the enrollment in the bilingual education project) to be as follows:

- Kindergarten -- reading readiness (in Spanish), English as a second language (ESL), and concept development using Southwest Education Development Laboratory bilingual kit (Spanish-English);
- First grade -- concept development, mostly in Spanish with some "mini" ESL lessons (vocabulary, structure, drill, etc.) at the end of every content related session, Spanish language arts (mostly reading), one and one-half hours per day; and ESL for one hour per day;
- Second grade -- concept development (new concepts introduced in Spanish with review in English), Spanish language arts (mostly reading) one and one-half hours per day; ESL (aural/oral, one hour per day; and
- Third and fourth grade -- concept development (English-Spanish) is presented half of the time in one language, and half in the other. In each case, the language used for review session is the opposite of that used for the introduction of the concept; Spanish language arts (reading), one hour per day; ESL - special ESL materials, one and one-half hours per day; reading in English basals, one hour per day.

The language designated for use during any particular lesson is the language indicated for both student and teacher activity. The teacher strives to maintain the use of only one language at a time and encourages all students to participate, while at the same time, guarding against peer group teasing or emotional frustration due to any student's inability to communicate in the language.

## The Diagnostic Reading Program

At the heart of achievements made by the bilingual education project in Eagle Pass is the diagnostic Spanish reading component. The diagnostic reading program is based on the premise that there is a finite set of skills which need to be taught in a reading program and that these skills can be taught sequentially as the student progresses to a series of ordered basal reading materials of steadily increasing difficulty. The Eagle Pass bilingual project has followed a "global" approach to the teaching of initial reading through Spanish, rather than the almost exclusively phonic approach used by most other bilingual projects in the United States. The method used in Eagle Pass is based on Dr. Frank J. Guszak's Diagnostic Instruction in the Elementary School. The bilingual project staff has translated this diagnostic reading program into Spanish and subsystems have also been adapted from the English counterparts.

The structure of the diagnostic reading program is based on establishing a series of objectives and designing sets of educational materials (subsystems) to teach each series. During scheduled diagnostic sessions, the teacher listens to the student read and notes both progress and problems encountered. The teacher diagnoses the nature of the student's reading deficiencies (identifies the corresponding objective) and prescribes an instructional plan to overcome the identified deficiencies or to reinforce needed skills.

During the individualized reading block of the curriculum, the teacher divides her time among diagnostic "testing" of small group sessions for direct teaching activities as illustrated by the "Sample Teacher Time Management Schedule", and recording the needs of each student while listening to him/her read during the diagnostic sessions. During preparation periods, the teacher evaluates the notes made on each student and prepares an individualized plan to help that particular student advance in communication skills and/or overcome deficiency. This individualized plan is keyed to specific objectives and takes on the form of a "contract" which directs the student to the carefully selected subsystem materials designed to accomplish the immediate objective.

The aim of the project has been to maintain each student at the appropriate instructional level, while carefully recording level-to-level progress.

## English As A Second Language (ESL)

Since almost every student in the bilingual project is Spanish dominant, there is little difficulty identifying student needs. The project uses the state adopted ESL language series (Scott, Foresman's English Around the World) which is multi-level and introduces reading based on aural/oral experiences.

The bilingual education project teachers keep records of the materials covered by each student for future evaluation and research. In general, students who were in attendance throughout the major portion of the school year progressed approximately one full level of the ESL materials (except in the kindergarten classes, which covered only a small percentage of the Level I materials).

From a practical standpoint Teaching English as a Second Language (TESL) at the local level takes on various forms and techniques. One of these techniques is the "dialogue as a second language technique."

## Materials Acquisition And Development Component

The Eagle Pass Bilingual Education Project selected commercially prepared materials, taking into account that the Texas Education Agency would begin providing materials for bilingual education classroom in 1975-76. The main focus of the materials chosen was the improvement of the diagnostic Spanish reading and ESL strands of the project; however, other areas such as mathematics, science, and social studies were kept in mind in the acquisition and development of materials.

The project's supportive staff has continually prepared subsystem materials for the diagnostic reading component and reproduced them for distribution to participating teachers. These and other commercially developed materials are distributed according to the project's management system. Utilizing the diagnostic reading program, commercial materials are broken up and redistributed in the specific skill areas. Following this system, traditional workbooks are coded into skill areas, torn up, laminated, and then made available for students' use. The project staff has also been translating specific skill exercise books into Spanish, and preparing comprehension questions for stories in the Spanish basal series. The translations of sequential specific skill exercises developed by the project have also contributed to the overall effectiveness of the reading program.

Certain problems have been found with regard to translation. For example, first grade teachers are only able to make limited use of the translated materials since the translation has altered the controlled vocabulary patterns of the English language materials.

## Staff Development Component

Staff development in the Eagle Pass Bilingual Education Project involves principals, teachers, teachers' aides, and support staff. Activities range from preservice training programs to weekly inservice faculty meetings, inservice day activities, and the use of consultant experts. The principals in each of the six elementary schools have also participated in the staff development programs in bilingual education. One-to-one consulting services between project staff and teachers are available on a continuing basis, and detailed instruction in individualized diagnostic Spanish reading and ESL programs is provided during all phases of inservice training.

## IV. EVALUATION

### History of Past Formal Evaluations

There have been no formal evaluations of the Eagle Pass Bilingual Education Project by outside organizations. However, the bilingual education project itself continually monitors its own activities.

Student progress is measured according to the following formula:

> "If the student's word recognition is above 96 percent and he is able to maintain sufficient fluency to comprehend and retain at least 85 percent of the content, it is assumed that he is able to read materials of this difficulty independent of teacher control;.as word recognition drops below 96 percent and/or comprehension of fluency are reduced, it is assumed that the student is then working at his instruct level, or at that point where 'teaching/learning process' is most productive. Should the student's word recognition fall much below 92 percent or fluency and comprehension decrease considerably, the student reaches his 'frustrational level' where learning is retarded by materials too difficult for the student."

Using this formula, the following results were published in the project's final report for the Spanish reading program for the first grade during academic year 1974-75.

- 28.4 percent of the project's first graders ended the year at placements of 12 or better, whereas, this year's second graders had only 16.4 percent on those levels at the start of the year.
- 55.4 percent of the second graders started this year on the PP (preprimer level). At the end of this year only 11.1 percent of our first graders remain in this reading "danger" area.
- 88.6 percent of the second graders finished the year at Primer level or above, which means they have a high probability of reading success if they are met on their own level in the second grade.

Analysis of data from second grade classrooms indicated:

- Only 14.1 percent of the students finished the year in the "danger" area of Primer or below, whereas, at the start of the year, 83.6 percent were in this area.

- Assuming no significant change of level over the summer, only 14.1 percent of next year's third graders will start the year in the "danger" area. This fact is compared with the 47.1 percent that started third grade this year on that level.

- At the other end of the spectrum, a full one-third of the second grade population finished the year's reading "at or above grade level" (i.e., 22 or above), and an even 20 percent were reading "above grade level," even as high as in fifth grade materials.

- By the end of the year, just over 55 percent of all second grade students were rated as instructional in second grade materials or better, which mean: that they should have no reading problems whatsoever in third grade reading.

Finally, end-of-year reports for third grade classes reported similar results in comparison to entering levels. Especially worthy of note are the following:

- Only 14.6 percent of third grade students finished the year in the "danger" area (PP or below), as compared with 47.1 percent at the start.

- 68.7 percent finished the year working in second grade materials or better.

- 46.4 percent finished the year working in third grade materials or better.

- Almost 25 percent of all third grade project participants were working at the fourth grade level or better.

The data included herein documents the fact that progress has been made in reading skill development during 1974-75. Using the highly individualized approach developed in the Eagle Pass Project, the director cited progress of the students in the bilingual education program as well over one full grade level after only five months of exposure to basal reading materials.

The project director summarized the findings of the Eagle Pass project's internal evaluation as follows:

> "It is our firm belief that all of the following factors played a significant role in the admirable gains made by an admittedly small number of students in the Eagle Pass Bilingual Education Project: (1) initial reading skills being taught exclusively in the dominant language for one full year; (2) an extensive ESL program on all grade levels; (3) introduction of English reading to Spanish dominant students using specifically designed ESL materials rather than the "regular" English basal reading series; and (4) an individualized diagnostic approach to the teaching of English reading once the student has acquired sufficient structure and vocabulary to handle the materials with relative ease. Careful examination of the above data, although limited in scope, has given indications that, given an intensive native language reading component in an equally intensive ESL curriculum, the longer (within reason) a second language student is withheld from using basal readers specifically designed for native speakers of the language, the greater will be the transfer of reading skills from one language to another and the less time that period of transfer will take. It will be the intention of Eagle Pass Bilingual Education Project to attempt to prove this thesis during the academic year 1975-1976."

## Study Team's Observations and Findings

As mentioned elsewhere in this report, there have been no formal external evaluations of the Eagle Pass Bilingual Education Project. At the core of the bilingual project is the Guszak diagnostic reading instruction technique which is a tailor-made "contract" between teacher and pupil directing the student to carefully selected subsystem materials. By the use of this teaching technique and careful record keeping, the teacher maintains each student at his proper instructional level.

Teachers are required to report the instructional reading levels of their students at the beginning, the middle, and the end of the project year. To assure quality control in the placement process, the bilingual education project staff records students' progress for "before and after" critiques. Further techniques used to confirm student progress consist of conducting unannounced random testing of the students by the project staff.

Another important aspect of the effectiveness of the bilingual education project is the continuous inservice training for teachers and teachers's aides on a district-wide basis, as well as the relationship between the teachers and the curriculum specialists (supervisors) who are immediately available for consultation as needed. The apparent policy of the project staff is to visit the schools frequently to keep in close contact with the teachers, thereby creating an open relationship which does not offend or threaten the teacher in any way. The curriculum specialists do not want to criticize or evaluate the teachers, but assist them by providing ideas.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The foregoing supports and validates the project's nomination as noteworthy in the area of effective use of innovative techniques and materials in its educational activities. Substantial results have been achieved in student's progress when measured according to the contract documents of each student.

In view of the fact that the project adequately satisfies the criterion for which it was nominated, the other categories were considered only in the most cursory manner.

The study team recommends:

- a closer working relationship between the Texas Education Agency and the Eagle Pass Independent School District be established so that each can learn and profit from the other's experiences; and
- a more significant role for the parents of the children in the program than is presently provided for.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## EVANSTON, ILLINOIS

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# EVANSTON, ILLINOIS

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Washington, D.C. 20036

# I. PROGRAM OVERVIEW

## Criterion Under Which The Program Was Nominated

The Evanston, Illinois bilingual education program was nominated by the USOE Regional Office as a noteworthy example of:

> "a bilingual education program which has been effective in improving student avhievement or attitude."

Equal numbers of Spanish and Japanese-speaking, limited English-speaking students in kindergarten through fifth grade participate in the program. Using a transitional approach, the program seeks to upgrade these students' English ability while maintaining their own language and cultures by providing instruction in Spanish and Japanese for up to three years. As their functional fluency improves, students spend a greater portion of their school day in the regular classroom.

## Overview of Past Evaluation And Their Findings

No external agencies have conducted any formal evaluations of the Evanston bilingual education program although the state education agency did conduct informal evaluations in 1974 and 1976. These SEA evaluations, limited test data and program staff appraisal of student achievement and attitude are the primary indicators for justifying the nomination.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served And Its Characteristics

Although Evanston is geographically a suburb of Chicago, it is an urban community whose residents span the socioeconomic spectrum and whose average family income is the third highest in the state.

Of the 62 students who participate in the bilingual program, 31 are enrolled in the Spanish project. Most of the Spanish-speaking families whose children are in the program come from the same rural village in Mexico. The fathers of these children are predominantly blue collar workers who are employed by a local plastics factory, a forklift plant, and various landscaping companies. Some are truck drivers; one is a baker. Although some of the families receive township assistance, few receive welfare. Many of these children who had previously attended school in rural Mexico, ranked considerably below their Evanston peers scholastically when they first arrived.

The 31 Japanese students enrolled in the Japanese project are from upper-middle-class families. These students' fathers, for the most part, are executives on short-term assignments to their Japanese firms located in the Chicago area. The families remain in the United States for a few years and then return to Japan.

The Japanese children have excellent scholastic backgrounds; in fact, they are superior to their American counterparts in all subject areas except English and social studies.

### History Of The Program's Needs Assessment

In 1970, several teachers became concerned with the difficulty to effectively teach the increasing numbers of non-English-speaking students in their classes. As a result, the teachers' curriculum advisory council submitted a report to the superintendent of schools, recommending that the school system adopt a bilingual education program. In December 1971, the school district conducted a survey of the number of linguistically different students in the district. Subsequently, the district submitted its first proposal for Title VII funds in November 1972. The proposal which was approved in February 1973 addressed the needs of both the public and parochial schools and focused its attention on three language groups found in the district: Spanish, Japanese, and Haitian French.

The district continually reassesses its needs through an annual bilingual census as required by the state. For the 1975-76 school year, the district identified between 80 to 100 children who needed language help. Individual students are placed in the program based on a combination of metropolitan achievement Test data and teacher observation; language ability is determined through teacher-made and state-developed tests.

## Description Of The School System In Which The Program Operates

Evanston School District #65 encompasses 21 schools with a total enrollment of 8,753 students in K-8. The elementary school population, however, is decreasing at a rate of three and one-half to five percent per annum.

For the 1975-76 school year, the district administered $13,457,922 in educational funds and another $1,903,301 in building funds.

Teachers in District #65 tend to have higher academic credentials than those in other districts throughout the state.

## Program Primary/Secondary Goals

The goals established to meet the needs of the students are the six goals set by state statute:

1. Children in the bilingual program will achieve fluency and literacy in two languages.
2. Children in the bilingual program will achieve at a rate commensurate with that of their Anglo counterparts in science, mathematics, and social studies.
3. Children in the bilingual program will be provided with an integrated learning environment through effective coordination with the regular program.
4. Children in the bilingual program will demonstrate growth in self-esteem.
5. All teachers and staff members of participating schools will be involved in a comprehensive inservice training program.
6. Parents and other community members will be involved in the planning, execution, and evaluation of the bilingual program.

For each goal the district has established specific objectives. The first three goals relate primarily to the criterion for which the program was nominated. Specific objectives related to the first three goals are:

> "Students in the bilingual bicultural program will make an academic year's growth in a year's time in reading, writing, and in the spoken vocabulary of their native and second languages as measured by teacher-made (pre/post) tests."
>
> "They will make a minimum of at least one month's growth in one month's time on tests measuring concepts in science, social studies, and math."
>
> "They will have predominantly positive attitudes toward self, school, and others as measured by an attitude scale."

The other three goals and their corresponding objectives also relate to the improvement of student achievement and attitude but in a less direct manner. How all six goals and their objectives relate to the criterion area is explained in more detail in the program methodology section.

## Relationship Of The Program To The School System

### Target Population

The racial/ethnic background of the 1,341 students in the three schools participating in the bilingual program is as follows:

| | |
|---|---|
| White/Caucasian | 56.0% |
| Black (not Hispanic) | 37.0% |
| Hispanic | 3.8% |
| Asian/Pacific Islanders | 3.0% |
| American Indian | 0.2% |

Two point four percent of these students speak Spanish; 2.4 percent speak Japanese. Currently the number of Japanese-speaking students is declining while the number of Spanish-speaking students is increasing. Although Anglo students originally participated in the project, they no longer participate due to a lack of funds.

The Anglo students' impact on the project, however, was significant. Their inclusion set a positive tone in the school with respect to learning another culture. Non-English-speaking families were more responsive to the project as a result of Anglo student participation. Non-English-speakers felt more secure and welcome in the school which in turn translated into a better attitude towards school, according to the bilingual program staff.

## Integration In The School System With Other Programs

The district administration and the project administration have a close working relationship. The Project Director reports directly to the Superintendent of Schools and to the School Board. The district's Director of Research and Evaluation serves the project in the same capacity. Although this overlapping occurs, the Board and Superintendent allow the program significant autonomy in carrying out its goals and objectives. The key personnel in the project are the three principals whose responsibilities include supervising bilingual teachers' activities, assigning facilities, approving or disapproving school-wide bicultural activities, and assisting in teacher evaluations.

Both teachers and principals agree that efforts to make the school environment a "warm, giving, active, and accepting place" have helped improve student attitudes toward not only school and self but also toward fellow students. These efforts have included involving parents in various projects, and sponsoring school-wide multicultural activities.

The bilingual program requires each student to attend a minimum of 90 minutes daily, with concentrated English development as part of this required 90 minutes. Content areas are coordinated with the regular classroom program but taught in the native language. Bilingual students are enrolled in regular classrooms except for that portion of their day in the bilingual program.

Bilingual teachers also work closely with students' regular classroom teachers by providing feedback on student problems and progress.

## Sources Of Program's Supporting Funds

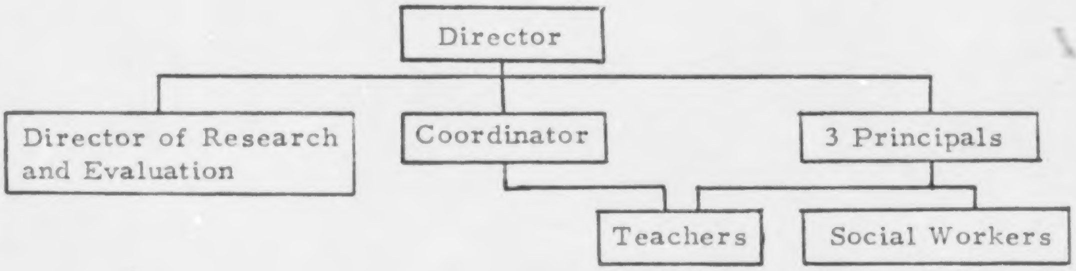
Both state and local funds support the bilingual program as illustrated below:

| | |
|---|---|
| State | $46,150 |
| Local (district) | 33,270 |
| | $79,420 |

The program is funded completely by these funds. In addition, ESAA funds pay for one part-time Japanese-speaking teacher at a private school.

## Personnel Involved

The following is an organizational chart for the Evanston bilingual education program:



The program director has the primary administrative responsibility for implementing the program vis-á-vis supervising the coordinator who is responsible for overseeing the daily activities of the program. Both the principals and coordinator supervise the bilingual teachers. In Evanston's case, the coordinator is also a part-time Japanese bilingual teacher.

The district's director of research and evaluation functions in the same capacity for the program. She is responsible for gathering and coordinating research and test data, and for assisting the coordinator and director in writing the program proposal. She also compiles reports concerning the program and submits them to the superintendent and the school board.

## Program Budget and Resources

Funds received are used to pay bilingual education staff salaries, materials and supplies, administrative costs, travel, and salaries for instructional aides.

## Location And Characteristics Of Facilities

Two of the three schools provide adequate facilities for the bilingual program. The other school provides a classroom which is too small. Nevertheless, all three schools are well maintained and are located in the neighborhoods of the participating students.

## III. PROGRAM METHODOLOGY

(In improving student achievement and attitude)

As a transitional bilingual program with grade limits, Evanston's program focuses on upgrading the students' English-speaking ability within three years. To achieve this overall objective, the program has devised methods and techniques which focus on basic phonetics and consonants during the first three months of instruction. Phonetic sheets and visual aids establish a basic vocabulary of about 300 nouns, especially those which have sounds analagous to those in the students native languages. The staff has developed two books for introducing verbs which is the next step in the language training process. After six or seven months, students begin working on pronouns and prepositions.

For both the Spanish- and Japanese-speaking groups, intensive emphasis is placed on work with visual materials such as posters, slides, and workbooks. Kindergarten students use the Rock Reading Method and the Peabody Language Development Kit. Teachers supplement this basic instruction with locally developed materials such as a word bingo game and a fishing numbers game. Teachers also use the Scott Foreman and Co. Workbook, English Around the World; Harcourt Brace's Reading Skills; and Janov and Ginn Mathematics, published by Ginn and Company.

Additional materials like the Bell and Howell Language Master, System 80 Math Series, slides, films, and other materials from the State Bilingual Education Center add to the emphasis of meeting the programs primary goals (see page 3 ). Moreover, students receive extensive individual attention due to the small size of the classes which are limited to 12 students. The staff thinks all of these factors improve student achievement and attitude.

The program's third goal addressed enhancing students' self-esteem through a variety of approaches. Some have been mentioned previously, such as involving parents and teachers and providing various cultural activities in the school. Texts whose contents center around the students' native heritage contribute significantly to cultural appreciation, self-awareness, and self-esteem. By creating a receptive atmosphere in the schools to diverse cultural and linguistic backgrounds, the program seeks to inculcate a greater appreciation for all cultures. However, this aspect of the program was recently dropped due to state funding limitations.

The foregoing three goals are directly related to the program's nomination as noteworthy in the improvement of student achievement and attitude. Goals IV, V, and VI are indirectly related.

Goal IV states that children in the program "will be provided with an integrated learning environment through effective coordination with the regular program." To meet this goal, students spend a minimum of a half day in the regular program. Bilingual teachers share texts, meet with regular teachers, share lesson plans, and coordinate their class schedules. According to the staff, students make the daily transition between regular and bilingual classes more easily in this supportive environment.

Goal V provides for a comprehensive inservice training program for teachers. The guiding philosophy behind this particular goal is that upgrading the quality of the teaching staff improves student achievement.

Goal VI involves planning, executing, and evaluating the bilingual program by formally involving parents in the bilingual education advisory committee. However, the program has yet to institute this mechanism for parent in involvement.

The staff thinks that the programmatic design and implementation of the bilingual education program leads to significant student improvement in achievement and attitude. However, no empirical data exists to substantiate their claim as is pointed out in the next general section.

## IV. EVALUATION

During 1974 and 1975, the Illinois Office of Education evaluated 101 bilingual programs throughout the state. With respect to the Evanston program, the state team commended the programs activities but concluded that there were not enough objective evaluation findings at the local level to test the claims of students, bilingual teachers, and staff that students were improving in achievement attitude.[1] The Office of Education has conducted another evaluation of the Evanston program, but its results were not available at this writing.

Objective test data supporting Evanston's nomination in the criterion is limited to math and reading data compiled for individual students. No effort has been made to compare these data with those of a control group. The director of research and evaluation stated that no attempt to use a control group was made because "the primary purpose is to be responsive to the individual needs of the students and not test out a particular hypothesis."

What the data shows, however, is that where comparison groups were used for reading and math scores, students in the Spanish project ranked in the 85 percentile for reading and the 80 percentile for math. These percentile ratings are above the district's average in these two subject areas.

Students in the Japanese project ranked in the 71 percentile in reading and the 72 percentile in math. For reading these students ranked one percentile below the district average and five points above the average in math.

Interpretation of attitude scores is more questionable. According to the director of research and evaluation, four factors militate against attributing much validity to these scores, especially for the Japanese students: (1) strong cultural differences and different value systems; (2) an analytical thinking process on the children's part which produce some negative answers; (3) a general unhappiness and confusion at being suddenly thrust into a minority situation which is totally unfamiliar to those from a mono-racial culture; and (4) a strong frustration develops due to his inability to express himself in English.

The coordinator further states that, "I tend to feel that the test scores do not validate the children's attitude toward self and towards school environment. My suggestion is to obtain some Japanese attitudinal tests and adapt them to meet our particular needs."

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[1] Bilingual Bicultural Education, The Illinois Classroom Profile, A Discussion Draft; Illinois Office of Education, October 1975.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Evanston's program appears to have demonstrated noteworthy practives and accomplishments in significantly improving student achievement and attitude. The study team agreed that student attitude was positive, based on observation of students but no such observation could be made about achievement . The limited test and evaluation data points to, but does not actually confirm, such improvement. The crux of the support comes from subjective observations. The states evaluation of 101 programs, discussed in the previous section, lends support to the value of subjective observation; for although they had little objective evaluation materials, they concluded that generally the first three goals "are being met most impressively," based on on-site observations.

Evanston's program has been described with regard to the specific criterion area of improving student achievement and attitude. Those involved in the program feel they have made such improvement. The reasons the study team found for attributing improvement in achievement and attitude include the following factors: the quality of teachers, administrative support, the dual roles of many staff persons, the multitude of resources used in both English and native languages, the development of local materials, small class size, minimum drill and maximum participation, coordination with the students' regular classroom teachers, school-wide cultural events, the high quality of Japanese students entering the program, the former participation of Anglos in the program, the school's receptive, secure environment, and the program history. Adding to these the evaluation and test data, staff observations of the students plus the actions and comments of the students themselves, leads to the conclusion that Evanston's criterion nomination in the area of improvement of student attitude is valid. The comments and actions of the students themselves lend the most compelling support to this conclusion. There was the Japanese student who said "Oh! I wish I could say all that I want to say! (in English)."

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## FALL RIVER, MASSACHUSETTS

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# FALL RIVER, MASSACHUSETTS

## A Case Study

Prepared for

the

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

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1521 New Hampshire Avenue, N. W.
Washington, D. C. 20036

## DEFINITION OF TERMS AND ABBREVIATIONS IN THIS CASE STUDY

| | |
|---|---|
| BPC | Bilingual Program Coordinator |
| ESEA | Elementary & Secondary Education Act |
| ESL | English as a Second Language |
| FPC | Federal Programs Coordinator |
| IGE | Individual Guided Education |
| LEA | Local Educational Agency |
| PYCO | Portuguese Youth Cultural Organization |
| SBEEO | State Bureau of Equal Educational Opportunity |
| School Committee | The governing board of the school district, responsible for hiring of Fall River teachers, including those in the bilingual program. |
| SEA | State Educational Agency |
| SPOKE | Training facility for IGE, Norton, Massachusetts |
| Title VII | The legislation of the Elementary & Secondary Education Act governing bilingual education. |
| TBE | Transitional Bilingual Education, title of the local and state funded portion of this project; also the TBE law defining children for bilingual education, and the Massachusetts State Bureau of Transitional Bilingual Education. |

## I. PROGRAM OVERVIEW

### Criterion Under Which the Program Was Nominated

The Fall River, Massachusetts bilingual-bicultural education program was selected as a case study candidate because it is an outstanding example of successful collaboration among federal, state, and local educational and community agencies. This district successfully surmounted a paperwork barrier to provide quality education to the approximately 800 students currently enrolled in bilingual education. The program was nominated for review by the Massachusetts State Educational Agency and the Regional U.S. Office of Education for outstanding achievement as:

> "a bilingual education project that represents effective intra-state and regional collaboration in the planning and implementation of its educational activities."

Although cooperation among all the involved agencies was outstanding, the nomination most specifically relates to the criterion of intra-state collaboration. Personnel and resources are coordinated between the two major components of the Fall River bilingual bicultural education program: the ESEA Title VII funded Fall River Middle School Research and Development Center and the State and District funded Transitional Bilingual Education project (TBE). Because the close meshing of these two components, along with small complementary state and federal funded projects, is integral to the reason for nomination, the total program will be referred to here as the Fall River bilingual education program.

### Overview of Past Evaluations and Their Findings

There are no past evaluations which directly relate to the criterion area for which the program was nominated. However, ESEA Title VII evaluations were done in 1974-75 and 1975-76. Since the Title VII and TBE components have a common set of objectives and share the same coordinator, in many respects the Title VII evaluations apply as well to TBE. For example, a major component of the Title VII project is materials development. This affects TBE also because all the bilingual teachers use the materials developed. It is in this area that much of the collaboration with the State and other LEA's has taken place. Additionally, under state law and other regulations which specify that bilingual funds must be used to "supplement, not supplant" local resources, all bilingual teachers are hired and paid for by the local school committee. The evaluations conducted indicate that the program has accomplished the objective of developing a complete and a coordinated series of curriculum units in Portuguese and English language arts, mathematics, science, and social studies, for grades five, six, and seven (one grade each year for the last three years). They are currently developing such units for the 8th grade.

A related area of collaboration was the program's audio-visual production/reproduction center funded through ESEA Title VII. The center produced bilingual -bicultural video tapes, cassettes, filmstrips, and other materials and filled requests for these materials from other LEA's as well as from local project personnel. The evaluations also show that the program's bilingual teachers are using project developed materials correctly, and, equally important, that they are generally satisfied with the quality of the units developed.

To summarize, the Fall River bilingual education program is noteworthy because of the District superintendent's commitment to bilingual education, the local school board's support, and the unselfish will of program personnel to cooperate with other agencies in order to provide quality education for the district's Portuguese limited English-speaking students.

## II. GENERAL PROGRAM/PROJECT DESCRIPTION

### Population Served

Fall River is the major Portuguese immigrant center in the United States and its bilingual bicultural education program is 100% Portuguese. Thirty-three percent of the entire Portuguese student enrollment in Massachusetts is in Fall River. Portuguese immigration into Fall River began in the 1850's when this city was the textile capital of the world. Thus, many new immigrants have friends and relatives already in the city. Often several families pool resources to buy and fix up a home in which to live. Many of the men are skilled masons and carpenters although most come from agricultural and fishing backgrounds. Others work as laborers or in plant nurseries while the women work in the local textile industry or as housekeepers.

Most of the families come from the Azorean Island of St. Michael, one of nine islands of the Azorean Archipelago off the western coast of Portugal. Some are from the other Azorean Islands, mainland Portugal, Angola, Mozambique, and Brazil. Many of the immigrant children 12 years and older were out of school and working in their native country before coming to Fall River. This creates particular problems for the program. However, many bilingual staff members feel that the parents, despite the custom of having children work in the old country, strongly support their children's education.

There are noteworthy differences between the experiences of Portuguese and American children which are directly related to education. Education in Portugal was compulsory for only four years until 1970. It has since been extended to six years, but many immigrant students have less formal schooling than their American peers. Also, Portuguese children in Portugal do not begin first grade until the age of seven, whereas most American children enter school at age five. Another difference is that the Portuguese instructional system is didactic and teacher centered. On the other hand, the Fall River school system's philosophy is one of readiness, is child centered, and stresses the development of an individual's skills and abilities. These differences, as well as those of language, contribute to the basic need of the immigrant students for education which is bicultural as well as bilingual.

## History of the Program's Need Assessment

In 1965, the United States immigration laws were liberalized and the number of immigrant students in Fall River climbed from 10 or 15 a year to between 200 and 400 per year. During 1967-68, the Fall River school system began trying to establish criteria for serving these students. District personnel met with various State officials and also sought federal funds. In 1972, the federally funded ESEA Title VII program began.

When the State passed its Transitional Bilingual Education (TBE) law that year, Fall River began to conduct the in-school census required by that law. The TBE law defines eligible children as:

- "children who were not born in the United States, whose native tongue is a language other than English, and who are incapable of performing ordinary classwork in English; and
- children who were born in the United States of non-English speaking parents and who are incapable of performing ordinary classwork in English."

In 1975, an out-of-school census was begun. This was a door-to-door census of the city which determined the number of Portuguese immigrants, ages two to three, in the entire city. Because of the continuous arrival of new immigrants, the census continues to be taken by the school bilingual staff, the Fall River Police Department, and the Portuguese Youth Cultural Organization (PYCO).

Other sources of data for the needs assessment have been the 1970 U.S. census and the Keerock Report which was done for the City Planning Department in 1972 and which focused attention on the economic and social climate of Fall River.

## The Fall River School System

There are 14,395 students enrolled in 39 Fall River public schools. Of these, slightly more than 800 are participants, in grades kindergarten to 12, in the Bilingual Education Program offered at 11 schools. In addition, according to 1971-72 statistics, about one-third of all the school age children in Fall River were attending parochial schools, but that number has since declined.

The racial/ethnic breakdown of students in the total school system is as follows:

| | |
|---|---|
| Portuguese | 42.00% |
| Other Caucasian | 56.00 |
| Hispanic | 1.59 |
| Asian/Pacific Islanders | 0.18 |
| Black | 0.02 |
| American Indian/Alaskan Native | 0.01 |
| | 100.00% |

## Program Objectives

As stated in the ESEA Title VII application for the 1975-76 school year, the objectives of the Fall River Middle School Research and Development Center (and Massachusetts' Transitional Bilingual Education Program) are:

- to continue and expand curriculum development and instructional implementation in the 5th to 8th grades;
- to coordinate and implement elementary Portuguese materials at the Kindergarten to 4th grade level;
- to expand IGE concepts into mathematics, science and social studies;
- to develop career awareness and remedial resource curriculums;
- to continue expanding and developing guidance curriculums;
- to continue and expand home-community efforts through a Parent-Community component and a Parent Advisory Council; and
- to continue and expand pre-service and in-service training and to emphasize credentialing for bilingual teachers and teachers' aides.

## Relationship Of The Program To The Fall River School System

The major problem in integrating the Fall River bilingual education program into the regular school system is that new immigrant students arrive each week. Since 1972, from 250 to 600 new immigrant students per year have come into the school system. Sheer weight of numbers, coupled with the aforementioned cultural differences, and the fact that there is little consistency in the students' educational backgrounds, makes integration into the mainstream difficult.

Other factors further complicate the problem of integration. For example, many bilingual classes contain Portuguese-speaking students only, with no English-speaking peers. One school has a student population composed entirely of Portuguese limited English speaking students in bilingual programs. It is possible that existing housing patterns also contribute to the difficulty of integration. The city center seems to house the largest Portuguese population, most of whom are renters. This area has more public housing and substandard units than other areas. This is also the section where people rank significantly below state and city averages in median school years completed and in percentage of high school graduates. Fall River's attempt to voluntarily correct its integration problems is a further demonstration of effective collaboration among agencies. An example of this is the establishment of a magnet school, funded by the State Bureau of Equal Educational Opportunity.

A factor important to the positive aspects of integration is bilingual bicultural materials and curricula development. The regular curriculum is considered during planning, development and implementation stages. The materials developed for bilingual and mainstream students are not just compatible, they are often complementary. As a result the materials development component has been one of the most successful ways by which the bilingual program has helped to integrate the school system at large. In turn the program itself has become an integral part of school system operations.

## Program Administration

The attached charts illustrate not only project administration, but also how the Fall River bilingual program relates to governmental and community agencies. It demonstrates the wide scope of responsibilities of project personnel. A strong point affecting the nomination was the use of bilingual project personnel, particularly in intra-state collaboration.

The Federal Programs Coordinator (FPC) is responsible for writing or reviewing all proposals, seeking resources, coordinating project directors, and insuring that all programs fit into the school system's comprehensive plan. This person reports directly to the Superintendent of Schools.

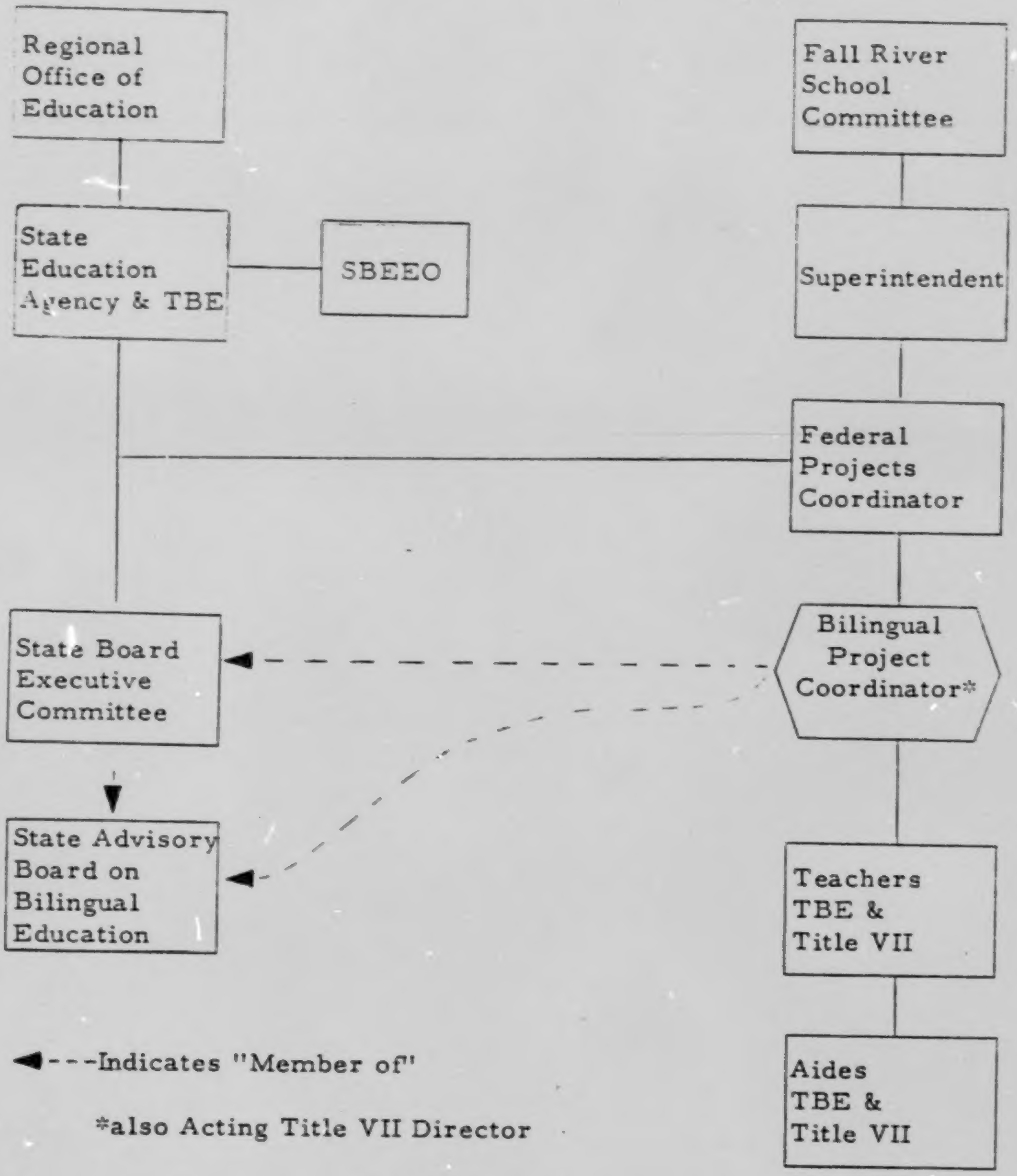
The Bilingual Program Coordinator (BPC) reports, on an informal basis, to the Federal Programs Coordinator. Within the Fall River system, all teachers, including those in the bilingual program, are hired and paid by a School Committee, regardless of the component in which they are to work. In addition, the various components, although funded from different sources, function as a unified whole under the direction of the bilingual program coordinator.

As shown on the chart, the BPC has overall administrative responsibilities for the bilingual education program. The BPC also acts as a liaison with national, state, and local programs such as the community's Portuguese Youth Cultural Organization (PYCO). He maintains links with the colleges (Brown University, Boston University, and the local Bristol Community College) which train bilingual personnel with ESEA Title VII funds.

# ADMINISTRATIVE STRUCTURE OF FALL RIVER BILINGUAL PROGRAM

and

# RELATION TO GOVERNMENT AGENCIES


Regional Office of Education
State Education Agency & TBE
SBEEO
State Board Executive Committee
State Advisory Board on Bilingual Education
Fall River School Committee
Superintendent
Federal Projects Coordinator
Bilingual Project Coordinator*
Teachers TBE & Title VII
Aides TBE & Title VII

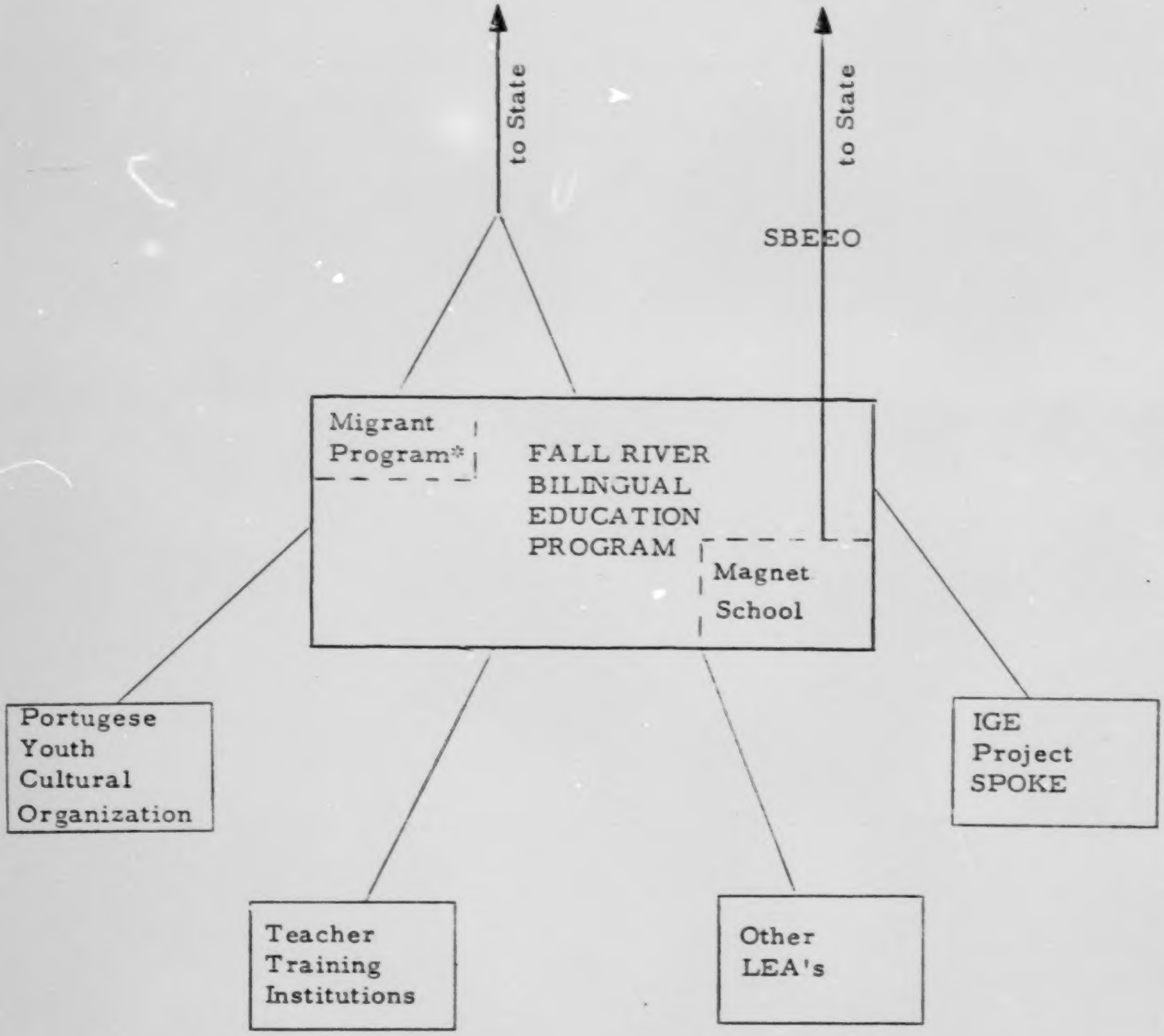
◄---Indicates "Member of"

*also Acting Title VII Director

# FALL RIVER BILINGUAL EDUCATION PROGRAM

and

# COLLABORATION WITH OTHER AGENCIES


to State
to State
SBEEO
Migrant Program*
FALL RIVER BILINGUAL EDUCATION PROGRAM
Magnet School
Portugese Youth Cultural Organization
Teacher Training Institutions
Other LEA's
IGE Project SPOKE

Currently, the bilingual program coordinator is also the director of the ESEA Title VII Assessment and Dissemination Center, thereby forming another link in the integration of bilingual projects in Fall River. However, this situation is only temporary. The present BPC was formerly director of the Title VII component. He was asked by the Superintendent of Schools to temporarily handle the coordination. Fall River plans to have both a TBE director and a Title VII director who will jointly coordinate these programs. The present administration and Fall River's plan for future bilingual program administration show a conscious effort to integrate the bilingual program into the school system and to continuously strengthen its ties to related agencies. This effort is a key factor in the intra-and inter-state collaboration.

Most important with regard to Fall River's Bilingual Education Program designation as noteworthy in the area in which it was nominated is the fact that Fall River has actively sought resources from government agencies while actively developing community resources for ideas and information. As a corollary effort, Fall River has made a determined effort to share information, ideas, and materials with other LEA's and with any interested organizations. It is this combination, development of available resources for bilingual education and sharing of benefits derived from these resources, which makes Fall River a noteworthy example.

Another major reason for effective collaboration is that the federal projects' coordinator recognizes that all government funded programs are interrelated. He feels strongly that all of the programs in the Fall River school system, including the bilingual program, Follow Through, migrant education, etc. should work cooperatively. Staff members from various components and programs meet periodically as issues warrant. Through this genuine cooperation, they are best prepared to fill individual student needs.

## Sources Of Program Supporting Funds

The following is a listing of sources and amounts allocated to Bilingual Education in the Fall River School System.

| | |
|---|---|
| Local Appropriation, Bilingual Program | $ 800,000 |
| ESEA Title VII | $ 216,000 |
| Migrant Education Program | $ 33,000 |
| ESEA Title II (minimal or token) | $ 376 |
| State Magnet School | $ 32,000 |
| | $1,081,376 |

From the data available, it appears that of a total school system budget of $20,893,801, approximately $1,081,376 is committed to bilingual education. This is 5.17% of the system budget. Of the bilingual program commitment of $1,081,376, the local district's appropriation of $800,000 represents nearly 74% of the total for bilingual education. Although some of this is reimbursed by the state, the above breakout speaks for itself.

## Location And Characteristics Of Facilities

The Fall River bilingual education program is also related to the entire Fall River System through its physical locations and the actual nature of its various facilities. The 11 schools participating in the program are located throughout the district. The TBE component is located in five schools which together serve Kindergarten fourth grade. It also serves grades 10 to 12 at the high school level, and functions as well in the Girls Vocational School. The ESEA Title VII component operates in four schools, together serving grades 5 to 8. Housing for the bilingual program ranges from a small, old building rented from the Catholic Archdiocese tothe newest school building.

Overcrowding in classrooms is a constant problem, partially due to the continuous influx of new immigrant students. However, the district's educational facility problem (too many old buildings, some dating back tothe late 1800's) affects the entire school population. The district is now building a new high school in order to alleviate some of these problems. This new facility should help the bilingual education program with some of its problems, particularly those caused by the fact that there is currently no uniform grouping of grade levels possible in particular program schools. This results in cases such as eighth grade bilingual program students being virtually isolated in a school where there are no mainstream eighth graders.

## Program Personnel

The responsibilities of the federal programs coordinator, the bilingual program coordinator and the acting ESEA Title VII program director were generally delineated in the Project Administration section of this report. The following information was derived from our review of available program documents:

- There are 19 teachers and 9 teacher aides in the TBE component and 29 teachers and 10 teacher aides in the ESEA Title VII component of the bilingual education program. The majority of these teachers and aides are bilingual, English/Portuguese. Most of the teachers have either bachelor's or master's degrees. Some have taught for a number of years in Portugal and make effective "models" for the immigrant students as well as performing effectively as bilingual education teachers.

- Most teachers have more than a year of teaching experience. Many teachers and aides have participated in one or more of the ESEA Title VII funded training programs for the bilingual staff. The teachers are responsible for instructing in all of the academic subjects and the aides assist the teachers with classroom instruction. ESEA Title VII aides assist in the media centers.

- Supporting ESEA Title VII staff are all bilingual in Portuguese and English. All but two have been involved in the training provided by one of the three university bilingual programs funded by the Title VII component. They include the following:

  - A staff development specialist: responsible for the development of guidance curriculums and for the development of inservice activities;
  - A guidance counselor: responsible for the development of guidance curriculums and for providing counseling service to all program students in need;
  - A parent-community coordinator: responsible for program dissemination activities and for liaison between the program and the community;
  - Four curriculum specialists: responsible for the development of curriculum units in mathematics, science, social studies, and language arts;
  - A secretary-bookkeeper: responsible for overall office administration under the direction of the director;
  - Two clerk typists: and
  - An audio-visual materials development assistant: responsible for assisting staff members.

## Program Budget and/or Resources

At the time of the preparation of this report, the TBE budget for 1975-76 school year was not finalized. The 1975-76 ESEA Title VII portion of the budget, including the breakdown, was available in the Continuation Application.

Our review indicated that the total 1975-76 operating program budget would be approximately as follows:

| | | |
|---|---|---|
| Personnel: | $ 756,963 | ( 70%) |
| Benefits | 21,628 | ( 2%) |
| Travel: | 10,813 | ( 1%) |
| Equipment: | 21,628 | ( 2%) |
| Supplies: | 85,510 | ( 8%) |
| Contract Commitments: | 64,883 | ( 6%) |
| Technical Materials: | 97,324 | ( 9%) |
| Miscellaneous: | 21,627 | ( 2%) |
| | $1,081,376 | (100%) |

## III. PROGRAM METHODOLOGY

(In effective inter-or intra-state regional collaboration in planning and implementing its educational activities)

The Fall River bilingual staff (and the federal programs coordinator) did not consciously set out to create a noteworthy program in the criterion area of effective inter- and intra-state regional collaboration. What did occur however has now become an ongoing process in both planning and implementation. The staff can now look back and distinguish the developing pattern of cooperative activities which resulted in fruitful collaboration at many levels. An analysis of that process and pattern follows:

### Activities, Services, And Components And Their Relationship To Effective Collaboration

Many of the factors contributing to effective collaboration of the Fall River bilingual education program have been mentioned previously. In the process of actively seeking outside funding and expertise, staff personnel have developed many contacts with local, state, and federal officials. (Reference the paragraph on Program Administration and the charts included in that paragraph). One of the most useful results of this collaboration has been the application of Individual Guided Education (a system being developed by the Wisconsin Research and Development Center for Cognitive Learning since 1965) approaches to bilingual education students. This important tool is especially effective in the Fall River system because of the continuous flow of new immigrant students throughout the school year. Using Individual Guided Education (IGE), staff personnel can diagnose the student's strengths and weaknesses, prescribe the appropriate materials, and immediately begin an individually designed educational program for each student. The program's staff have maintained both formal and informal contacts with other LEA's and projects. For example, the Fall River program is one of many organizations represented in the Massachusetts state and the national IGE organization. Through these they are able to profit from the experience and expertise of other schools using IGE and to share their particular knowledge with others.

As indicated in the discussion of the program's administration, this structure of formal and informal collaboration contributes greatly to Fall River's success. Much depends on the commitment of the superintendent , who supports the federal programs coordinator in his attempt to develop outside funding, to use outside expertise, and to share materials and ideas produced by the Fall River staff. Well worth stressing is that the federal programs coordinator works consistently to develop cooperation among the varied programs and projects within his district. He sees to it that a harmonious and productive working relationship exists. It is this basic cooperation and support of one another which enables personnel to best serve Fall River students.

The ESEA Title VII component and its emphasis on the development of multimedia Portuguese bilingual curriculums and materials has also been a strong factor in effective collaboration. The Title VII staff has developed quality materials. These are so good that Fall River is able to provide assistance, materials, and expertise to other LEA's, including those from as far away as California, as well as to the Massachusetts State Bureau of Transitional Bilingual Education. Overall there are three major areas of collaboration for the Fall River Program. The first is with the State of Massachusetts, the second with other LEA's and community agencies, and the third with the Regional Office of Education. Following are a series of examples of their collaboration efforts:

## Collaboration With The State Of Massachusetts

The key to the effective collaboration with the state and with other LEA's within the state is the bilingual program coordinator. This person has been a member of the State Advisory Board on Bilingual Education since 1972. He serves on the Board's executive committee, representing southeastern Massachusetts. It is this participation and the resulting familiarity with current state actions on bilingual education which is of utmost importance to Fall River.

The state advisory board meets monthly, usually in Boston. It is composed of local program administrators, community people, and parents. All of these are appointed by the State Commissioner of Education. Most significant is that their advice is apparently heeded. For example, the advisory board recently rejected some community developed tests which the State Board's Division of Research was planning to use to test bilingual students. The Advisory Board had not initially been consulted by the Research Division. Although time and money had been invested in these tests, the Bureau of Transitional Bilingual Education accepted the Advisory Board's rejection, on the condition that they produce better tests. The advisory group did just that. Fall River developed the Portuguese language and math tests now in use by the State.

The advisory board, along with its Fall River representatives, has been involved in establishing criteria for teacher certification and monitoring implementation of the TBE law. It has also worked to support bilingual teachers in meeting their specific needs for training through its influential relations with higher education institutions.

### Title VII ESEA National Assessment & Dissemination Center

Fall River was awarded an ESEA Title VII National Assessment and Dissemination Center as a result of its close collaboration with the state in planning and implementation of bilingual education activities. This center is part of Title VII's effort to form a national network for coordinating curriculum development and to provide increased consistency in bilingual materials. It would appear that this center was a natural outgrowth of the Fall River atmosphere and philosophy.

As mentioned earlier, the center's acting director is the Fall River bilingual program coordinator. According to him, the center has already been helpful to the local bilingual education program in at least three of these areas: (1) they have reviewed the Portuguese curriculum materials developed by Fall River and will publish and disseminate some of them; (2) they assisted Fall River in developing tests to assess Portuguese native language ability for the State; and (3) the center attracts many consultants from throughout the country, some of whom have share their expertise with Fall River staff.

## Teacher Training

One of the critical objectives of the Fall River bilingual project was staff training. In order best to fill this need, the district made arrangements with the local Bristol Community College, with Boston University, with Brown University, and with Brown University Bilingual Institute, to train bilingual staff with Title VII money supplied by Fall River.

Bristol Community College trains teacher aides. Twelve staff members from Fall River attend Boston University. Some are working on their undergraduate degrees in bilingual education while others are candidates for masters' degrees. Brown University Bilingual Institute has a credit program in which it trains staff from surrounding states as well as from Fall River in such areas as bilingual curriculum and material writing.

Another training facility for staff has been Project SPOKE, which is a southeastern Massachusetts IGE facility located in Norton. It was initiated as a Title II project, but since these funds were withdrawn SPOKE has been sustained by the support of a number of committees. Fall River staff have been trained there in the preparation of individualized curriculum units, specification of behavorial objectives, construction of criterion-referenced instruments, and preparation of audio-visual materials.

It was the Fall River bilingual staff which initiated participation in the training programs just discussed. Fall River held meetings and joined the higher institutions in making formal commitments to bilingual teacher training. The district thus created another functioning mechanism through which the staff can share information at the same time as they receive the additional benefit of further contact with other LEA bilingual staff.

Of particular interest in view of the widespread lack of effective training for bilingual teachers is Fall River's collaboration with three schools of higher education, an effort to be discussed later in this report. The district also participates in the Portuguese Spring Festival and works closely with the Portuguese Youth Cultural Organization (PYCO).

As stated earlier, these efforts were not consciously directed toward the achievement of noteworthy status in collaborative efforts for bilingual education. Instead, the collaboration was an intrinsic part of a process to meet specific objectives. Program staff members agree, in reviewing this positive pattern with hindsight, that the success of their varied efforts at collaboration on all these levels has indeed been noteworthy. Again, this seems to have been the most workable balance of utilizing the resources of others while sharing the district's own educational products. It grew out of, rather than being imposed upon, the local structure.

Other examples of collaboration with the State are:

- Fall River developed Portuguese language and math tests for the state, at the district's expense;
- Fall River actively contributed to a series of state-sponsored bilingual education conferences. In 1974, Fall River coordinated a workshop on overlapping programs in bilingual bicultural education for a state conference;
- at one conference, Fall River was responsible for presenting specific Portuguese language concerns. They participated in a diversity of conferences for other LEA's, an example being a panel on the integrated approach to bilingual education at the middle school level.

## Collaboration With LEA's And Community Agencies

It was personal contact which also resulted in the development of Fall River's Magnet School and Migrant Education Program. These were designed as parts of the total bilingual effort at Fall River. Two or three times a year, staff from the regional office of TBE visit Fall River. At the same time, Fall River bilingual staff work with those in the regional office to share ideas and information and to solve problems. One such problem was the continuous difficulty in meeting the TBE legal requirements for student/teacher ratio because of the influx of new immigrant students. The state suggested both the magnet and migrant programs as a means to alleviate this situation which they have helped to do.

## Magnet Program

According to the magnet program director, this project began with a series of planning meetings. Planners included the Bureau of TBE, Fall River school board, department heads, teachers, and parents. The Bureau of TBE assisted Fall River to comply with the guidelines of the State Bureau of Equal Educational Opportunity. The TBE Bureau staff took Fall River step by step through the guidelines, explaining their application to the proposal. After the proposal was written, the State TBE Bureau reviewed it, enabling Fall River to take advantage of another funding resource.

The magnet school is a voluntary attempt on the part of Fall River to better integrate Portuguese bilingual students with Anglo mainstream students. In one school especially, the staff saw a lack of educational and cultural interaction between the Portuguese students and their Anglo peers.

At the magnet school, the program has four principal components:

- an in-school curriculum program where TBE students participate in woodworking, cooking, sewing, gym, and photography classes with Anglo students;
- an after school and Saturday program of recreation and enrichment which empahsizes cultural integration;
- a program of educational field trips; and
- a home/school counselor program in which the counselor works with individual minority students and parents (150 Portuguese students enrolled), and acts as liaison between home and school.

## Migrant Program

Collaboration on the migrant program developed differently from that on the magnet school. It was recently determined by the State of Massachusetts that this state could use ESEA Title I monies for bilingual education of Portuguese immigrant students. Migrant program personnel, along with their Fall River school colleagues, expressed a mutual interest in taking advantage of this funding opportunity.

However, the local director of the migrant program is a state, not a local employee. The program tries to work with the LEA's, but has the additional option of working with non-profit organizations. Once again, collaboration entailed a series of meetings with the superintendent, federal programs coordinator, bilingual coordinator, and local migrant program director. This culminated in a formal proposal which specifically indicated the commitment of the school board. The proposal stated that the migrant program would provide four components with an emphasis on English as a Second Language (ESL) instruction because the needs assessment had shown ESL to be lacking. The four components are:

- a preschool, necessary because the district has no preschool program, other than Head Start;
- a Saturday program with recreational and cultural enrichment activities as well as language development activities;
- an inschool tutorial program ; and
- a home/school coordinator's program which identifies and analyzes home/school conflicts and tries to bridge the gap between home and school with new educational strategies for migrant students.

Migrant program funds will be used to hire staff, purchase materials, and provide lunches for the Saturday program. Initially, the migrant program (which, it was hoped, could begin in the summer of 1976) is expected to serve from 100 to 200 students. Fall River provides the migrant program director with office space and the district staff has expressed an interest and a commitment to work with the migrant director. It is this genuine and prevailing effort to cooperate that characterizes the collaboration of Fall River with the state and other LEA's.

Individualized Guided Instruction (IGE)

According to the bilingual program coordinator, it was participation in Project SPOKE which led to active membership in the IGE League. The coordinator views the IGE approach as a promising method for bilingual education. This is particularly significant in Fall River where the district absorbs new immigrant students throughout the year.

The Wisconsin Research and Development Center for Cognitive Learning and other cooperating agencies have been developing the IGE system since 1965. Since the inception of the Title VII unit in 1972, the Fall River district has been increasingly committed to its objective of applying IGE to bilingual education. All of the Portuguese curriculum materials developed have been designed as individualized learning packets. They may be utilized with varying degrees of teacher direction, at the discretion of the particular teacher.

In 1973, Fall River developed plans to showcase the IGE approach to bilingual education. District bilingual staff and IGE League staff cooperated to plan training efforts. They participated in an IGE inservice program of 15 workshops covering such topics as IGE team membership responsibilities and school reorganization.

The IGE approach is currently being demonstrated at two of Fall River's bilingual program schools, Hartwell and Norton North. IGE is utilized for the content areas of language arts, reading and math. The remainder of the curriculum is taught using the self-contained classroom approach.

Says the interim evaluation report: "The IGE concept of education is that the educational system should be modified to best suit student needs. The attempt to meet the individual needs of students in the bilingual program is through the formation of two teacher units at Hartwell Street and one at Norton North. The teaching process uses small groups and individualized instruction extensively, as well as large groups, one-to-one, and independent work methods. Criterion-referenced tests are used for student placement as well as for monitoring their progress. Teacher observations are also used to assess student progress. Instructional materials are multi-level, and extensive use is made of a variety of media, including films; filmstrips; overheads; manipulatives; commercial, teacher, and program prepared materials."

## Bicultural Activities

The Portuguese Spring Festival and the PYCO are further examples of successful intra-state collaboration. They compose an important bicultural element much influenced by cooperation between the bilingual project and local organizations. Each year bilingual program students help plan the festival and participate in it.

The festival, which is sponsored by Bristol Community College and the Portuguese Heritage Foundation, attracts over 25,000 people each year. It is a fertile ground for meaningful ethnic interaction and has been featured in the National Geographic magazine. Bilingual students work with sponsoring organizations during this yearly cultural event, and were invited to demonstrate various aspects of Portuguese cultural life at the Bicentennial festivities sponsored by the Smithsonian Institute in Washington, D.C.

According to the bilingual program coordinator, the Portuguese Youth Cultural Organization (PYCO) was formed to aid young people in the school system. The group helps in many ways designed to aid parents, who in turn can assist their children. PYCO produces a newsletter for Portuguese parents to inform them on school problems and needs. It conducts inservice workshops for the school system and refers parents in need to appropriate community social service agencies. The group provides translation and transportation services, and also home/school counselors who work with, but not for, the schools.

PYCO is supported by an ESAA community grant. As do the migrant and magnet programs, PYCO provides services to supplement those of the school district's bilingual education program. For example, the home/school coordinators, who actually visit the parents at home, serve as liaison between Portuguese parents and the school system that their children attend. Often the regular school counselors refer parents to the PYCO counselors, a demonstration of the excellent rapport between the two organizations. This collaboration relies on informal personal contact between school and bilingual program staff and the PYCO.

## Collaboration With The Regional Office Of Education And Other Agencies

Fall River program staff worked with the Regional Office of Education to achieve the district's stated objective of voluntarily integrating Portuguese dominant students with English dominant students. Program staff met with Regional OE and Regional Office of Civil Rights staff to discuss the integration problem. They specifically sought technical assistance in writing a second year ESAA grant which addressed this problem.

They were referred by Regional OE to the University of Hartford, Connecticut. This institution had a grant from Regional OE to provide technical assistance to bilingual education programs, and it assisted Fall River in the following areas:

- procedures for setting up models to do a needs assessment;
- modification and improvement of administrative structure and procedures;
- staff training;
- long range school system planning, including bilingual education as a component; and
- putting data in the proper form for an ESAA proposal.

Although Fall River did not receive a second year ESAA grant, the federal programs coordinator felt that Hartford's assistance helped the school system to become more sensitive to the needs of the bilingual program.

## Relationship Of Collaboration Activities To Objectives

The entire Fall River bilingual education program benefits from the collaboration in all of the program objectives listed on page 14. In addition, the bilingual education program coordinator and the federal programs coordinator have pointed out other objectives more specifically related to the criterion area.

For instance the migrant program and magnet school are directly and beneficially affected by the consistent observance of the objective to comply voluntarily with laws, particularly those concerning equal educational opportunity.

Implied in the stated objectives is the necessity to be informed of and to utilize all available resources for bilingual education. The general outreach activities of the program staff include maintaining personal contacts within and outside of the district, assisting state and local LEA staff, participation in conferences, and active memberships in related organizations, as well as subscription to appropriate publications. These, and the role of the federal projects coordinator in seeking resources, affect all components of bilingual education in Fall River.

Fall River collaborates with the state to demonstrate to other communities what it is doing in bilingual education and how other districts may profit by Fall River's experience.

In 1973, the State Bureau of TBE initiated a meeting for state Title VII directors to discuss how Title VII monies could be used to develop television materials on bilingual education. As a result of these discussions, Fall River subcontracted with the Massachusetts Executive Committee on Educational Television to produce three and one-half hours of video tapes which are circulated throughout the state.

These tapes meet two objectives of the program: They are a means of disseminating information, and for training Fall River's own bilingual staff. Included in the tapes are sections on parent participation in bilingual education, bilingual education in Fall River, and the Portuguese bilingual student in the cultural life of the city. The tapes are also used in a university teacher training program for participants from other LEA's as well as from Fall River. They also serve to provide parents with information and to enhance the parents' self image, always a valuable by-product of any successful bilingual bicultural program.

## Summary

Fall River's most productive collaboration has been with the state, particularly with the Bureau of Transitional Bilingual Education. But the district's bilingual education program has also benefited greatly from the mutual exchanges with other LEA's and with various community organizations. According to the federal programs coordinator and the bilingual staff, although most collaboration has been with other LEA's, collaboration with the Regional Office of Education was also of value to the Fall River bilingual education program.

It was felt that not all of these values can be measured by strict quantitative criteria, yet the qualitative gains become clearly visible in a comparison of the record of inter-agency collaboration with the record of problems met and solved.

## IV. EVALUATION

### History Of Past Formal Evaluations

Fall River's stated objectives do not include inter-and intra-state regional collaboration as a specific method or goal of its bilingual educational activities. Therefore, the program has not been evaluated specifically in the context of this criterion.

Program staff members emphasized that collaboration has been an ongoing process. It has become integral to the working of the administration of this project, in that project personnel actively seek both financial and other resources while sharing their own. Many staff members feel that with actions such as the consistent participation of Fall River on the State Bilingual Advisory Council, the district has established a unique pattern of effective collaboration.

The director of the State Bureau of Transitional Bilingual Education reported the same conclusion. The examples he cited were the advisory council, ongoing exchange of meetings with the state regional office of TBE and Fall River, and the district's development of the Portuguese language and math tests for the State.

### Summary of Past Formal Evaluations (for the specific case study item of criteria and related areas)

It was pointed out in Section I, Project Overview, of this case study, that formal evaluations have only been accomplished on the Title VII component of the Fall River bilingual program. As was also stated, these evaluations apply as well to the TBE component because the two are interrelated and have much in common. To review: Title VII and TBE at Fall River share their objectives and materials. All bilingual teachers are hired by and paid for by the local school committee. The two projects share the same coordinator.

One of the specific benefits of the noteworthy collaboration of this district was in the area of materials development. Evaluation of this and of other components centered on the measurement of the degree of accomplishment of product objectives for each component of the program. The evaluation was conducted under Office of Education guidelines for assessment of Title VII programs. More current data are found in the Interim Evaluation Report of the Fall River Middle School Research and Development Center, December 1975.

Both of these documents indicate that Fall River has achieved its stated objectives in regards to materials development. Since all bilingual teachers use the materials developed, this Title VII evaluation also directly affects those teachers in the TBE program.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

From observation of the consistent pattern of assistance, both to and by the Fall River bilingual education program, it appears that Fall River is truly noteworthy in effective inter- and intra-state regional collaboration in the planning and implementation of educational activities.

The program's collaboration with the state, with other LEA's and organizations, and with the regional Office of Education is exemplified by such activities and programs as:

- the Magnet School Program;
- the Migrant Education Project;
- participation in the State Advisory Board on Bilingual Education;
- the Title VII Assessment and Dissemination Center;
- participation in state-sponsored conferences, and in conferences sponsored by other organizations such as the IGE League;
- ongoing reciprocal contacts with the State Bureau of Transitional Bilingual Education;
- the development of Portuguese language and math tests for the State of Massachusetts;
- the development of videotapes for use in bilingual education in conjunction with the State Executive Committee on Educational television;
- assistance with the planning of, and participation in, various bilingual teacher and aide training programs;
- work with the Portuguese Youth Cultural Organization;
- participation in the annual Portuguese Spring Festival;
- utilization of the Project SPOKE training program and membership in the IGE League in order to demonstrate the applicability of IGE to bilingual education; and
- cooperation with the Regional Office of Education to alleviate Fall River's integration problem.

It is quite possible that, standing alone, no single example of collaboration on the part of the Fall River School District would be especially distinguished. It is when the entire record is examined, when a consistent pattern of collaboration emerges, and when its interacting sequence of successes, one after another, becomes visible, that it becomes clear that this is something truly noteworthy. This collaborative scheme was an indigenous process that could well be recommended for study by other bilingual education programs.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## GRAND RAPIDS, MICHIGAN

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# GRAND RAPIDS, MICHIGAN

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

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Washington, D.C. 20036

# I. PROGRAM OVERVIEW

## Criterion Under Which The Program Was Nominated

The Grand Rapids, Michigan bilingual bicultural education program serves mainly two diverse linguistic and cultural groups, Hispanic and Vietnamese. It also serves Korean, Filipino, Chinese, and Arabic students on a more limited basis. The Spanish program was initiated first, followed by the addition of the Vietnamese component in 1975 when a large group of refugees arrived. To meet the needs of these two groups, the program developed several techniques, including the use of mobile learning resource units and a neighborhood learning center, as well as specific reading programs. As a result, the program was nominated for review by the Michigan State Education Agency and the Regional U. S. Office of Education for its achievement as:

> "a bilingual education project that appears to have made effective use of innovative techniques or materials in its educational activities (including televised or computer-assisted instruction or other media) whose development was supported with federal funds."

## Overview of Past Evaluations And Their Findings

The past evaluations of the Grand Rapids bilingual program are directly concerned only with the Title VII-funded component of the program; although, insofar as it is integrated with Title VII, the Title I-funded component is also included. The evaluations do not reflect any data relevant to the program's noteworthy status with respect to the Vietnamese students it began serving with Refugee Act funds during the 1975-1976 school year. Some of the aspects considered noteworthy in the 1974-1975 Title VII evaluation report include use of tutors in English as a Second Language (ESL) instruction, the development of a year-long curriculum in Spanish as a Second Language (SSL), the use of resource room instruction, and the development of criterion-referenced tests in Spanish.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

Grand Rapids, Michigan, is a midwestern manufacturing city with a population of approximately 230,000. The population is 88 percent White; 11.3 percent Black; and 0.7 percent other, mainly Spanish-speaking and Indian. The Latino population (as the project refers to its Spanish-speaking participants) includes Cubans, Dominicans, Mexican Americans, and Puerto Ricans. The majority are Mexican or former migrants, some of whom have become United States citizens. Most of the Spanish-speaking families are from the lowest socioeconomic bracket (15.2 percent below the poverty level; 34.8 percent unemployed*) and have the lowest educational level of any group in the community. Most of the Puerto Rican families have come to Grand Rapids from the rural areas of their country, hoping to make enough money to return home and buy land. Both they and the Mexican migrants want their children to learn Spanish in preparation for their possible return to Puerto Rico or Mexico. On the other hand, according to the bilingual service specialists, the Cuban emigrés in the district want to anglicize their children quickly although they too are interested in retaining some aspects of their native culture and language.

Although the vast majority of the children of limited English-speaking ability in the school system are Spanish-speaking (about 800 identified for FY 74-75), the bilingual education office has also identified 118 children from homes in which other languages are spoken. The bilingual program is beginning to expand its services to provide some of the program's benefits, such as teaching ESL (English as a Second Language) to increasing numbers of these students as well as to the larger Spanish-speaking group.

The Vietnamese refugee families, who arrived in Grand Rapids in the summer of 1976 as part of the Freedom Flight Task Force, represent the second largest group directly served by the program. They are primarily middle to upper middle class professionals who, like the Cubans, want to anglicize their children as rapidly as possible.

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* According to the 1970 U.S. Department of Labor's Comprehensive Summary of Manpower Indicators.

## History of the Program's Needs Assessment

To assess the needs of linguistically different groups in the community, the school system turned to several sources, including the 1970 census data on poverty levels, educational background, geographical location of other non-English or limited English-speakers in Grand Rapids, and survey data gathered in 1974 for the Michigan Department of Education Migrant Education Program. However, the district's proposal states that "the educational needs of the non-Spanish-speaking bilingual child are not fully known . . ."

On August 5, 1975,the State Board of Education approved the first tentative guidelines for selecting test instruments and procedures for assessing the needs of bilingual children and youth in Michigan. These are revised yearly, and are used only as guidelines. In general, student English language needs are assessed by the Peabody Picture Vocabulary Test and the Inter-American Test series.

The Title VII program evaluator stated that the strength of the bilingual program lies in its ability to use a student's non-English language ability as a vehicle for learning basic skills while learning English. Children are identified for participation in the program according to three "priority learner characteristics": (1) non-English monolingual; (2) non-English dominant; and (3) English dominant who are functioning at or near grade level in English but who desire to maintain Spanish.

## The Grand Rapids School System

The Grand Rapids school system serves 31,245 students in grades K-12 in 50 elementary schools, five middle schools, four junior high schools, and four high schools (another 11,000 are in non-public schools). The bilingual project is one of a variety of special projects in the district which was recently reorganized under a new superintendent who, along with the Board of Education, is considered to be receptive to educational innovations.

The Grand Rapids Public School System administers an annual budget of $54,125,000 for 63 elementary and secondary schools (as well as one junior college, six special schools, and one educational park). The racial/ethnic breakdown for the school system is:

| | |
|---|---|
| White/Caucasian (not Hispanic origin) | 66.5% |
| Black/Negro (not Hispanic origin) | 28.4% |
| Hispanic (Spanish-surnamed) | 3.7% |
| American Indian/Alaskan Native | 0.8% |
| Asian/Pacific Islanders | 0.6% |

## Program's Primary And Secondary Objectives

Despite the fact that the Grand Rapids bilingual bicultural education program has operated for three years, it did not clearly define its program goals until 1975. The failure to establish conceptual goals was the evaluator's chief criticism of the program. Consequently, the evaluator and program staff collaborated during the 1975-76 school year to clarify the goals for the program, which are enumerated here in their order of importance:

- to help the bilingual learner achieve at grade level, when tested in his dominant language;
- to help bilingual learners function well enough in English to achieve at grade level, when tested in English;
- to help bilingual students maintain and develop the language of their homes and communities; and
- to help all students who have contact with bilingual learners to better understand each other's culture, including language, customs, attitudes, and beliefs.

Thus, the primary objectives of the instructional process encourage using and maintaining a student's dominant language to enhance his learning. Early elementary students who are non-English monolingual, or bilingual non-English-dominant, receive the majority of their instruction and testing in their dominant language. Later, elementary students are maintained in their dominant language, although English is used increasingly for instruction and testing.

## Relationship Of The Program To The School System

### Target Population

The Grand Rapids bilingual education program serves two groups of students with limited English-speaking ability; the Hispanic, Spanish surnamed students, and the Vietnamese refugees. Other groups participate minimally. School enrollment by ethnic background is as follows:

## SUMMARY

## SCHOOL ENROLLMENT - PREDOMINANT ETHNIC BACKGROUND - SEPTEMBER 26. 1975

| | American Indian | | Black | | Oriental* | | Spanish Surnamed American* | | White | | TOTAL |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | Enroll | % | Enroll | % | Enroll | % | Enroll | % | Enroll | % | |
| **Elementary Schools** | 163 | 1.0 | 4915 | 30.5 | 128 | .8 | 753 | 4.7 | 10171 | 63.1 | 16130 |
| **Secondary Schools** | 74 | .5 | 3627 | 26.3 | 63 | .5 | 381 | 2.8 | 9646 | 69.9 | 13791 |
| **Special Schools** | 21 | 3.7 | 246 | 43.2 | 0 | | 13 | 2.3 | 289 | 50.8 | 569 |
| **Special Ed. Schools** | 3 | .4 | 71 | 9.4 | 4 | .5 | 12 | 1.6 | 665 | 88.1 | 755 |
| TOTAL: | 261 | .8 | 8859 | 28.4 | 195 | .6 | 1159 | 3.7 | 20771 | 66.5 | 31245 |

**Grand Rapids Public Schools - 10/21/75**

***Groups fully participating in bilingual program**

As of February 1976, 911 children (K-12) were participating in the bilingual program at 24 public schools in the district. The home language of these students was:

| | |
|---|---|
| Spanish | (52%) |
| Vietnamese | (18%) |
| English | (30%) |

Not included were the 118 children who speak one of 16 other languages and who are served by the Mobile Learning Resource Units.

## Integration In the School System And With Other Programs

An example of the unique role the Grand Rapids bilingual program plays in the school system and the community was the manner in which the Vietnamese refugees, who arrived in 1975 as part of the Freedom Flight Task Force, were assimilated into the program and community. In order to alleviate the settling-in problems of the refugees, the superintendent of schools sponsored a workshop for all segments of the community which was designed to help the Vietnamese refugees by:

- identifying existing community resources;
- developing an educational program for children and adults;

- developing a cultural awareness program for Americans who would be working with the Vietnamese refugees; and
- meeting other needs yet to be identified.

As a result of these workshops and the direct involvement of health specialists, other social service agencies, churches, and the school system "...more than 60 children received complete medical and dental examinations before the beginning of the school year. Cumulative education files were also established for all school age children before schools opened."*

Community support for the Vietnamese was a key factor in establishing the Vietnamese bilingual component in the public schools. By creating an atmosphere of community awareness and acceptance, the school system was able to secure additional facilities, equipment, and staff. The Title VII director also anticipated that the community's increased knowledge of the importance of bilingual education and other related services for the Vietnamese would carry over to the Spanish sector.

Understanding how the program is integrated with the regular school program at the classroom level requires a discussion of the underlying philosophy of the district's general educational program. There are uniform reading performance objectives for grades K-8 and mathematics performance objectives for grades K-6 developed by the teachers and applicable to all schools in the district. However, the individual schools have the autonomy and flexibility to implement these objectives as they see fit. According to one Assistant Director of Elementary Schools (ADES), the philosophy of autonomy and flexibility in the Grand Rapids school system dates back 15 years when compensatory education funds gave principals significant latitude to experiment with educational programs at the elementary school level--experimentation that developed into a district-wide philosophy. The ADES stated that each of the four schools visited by the study team reflects a different approach to bilingual education and to its integration with the regular school program. He noted that this diversity typifies that found throughout the district.

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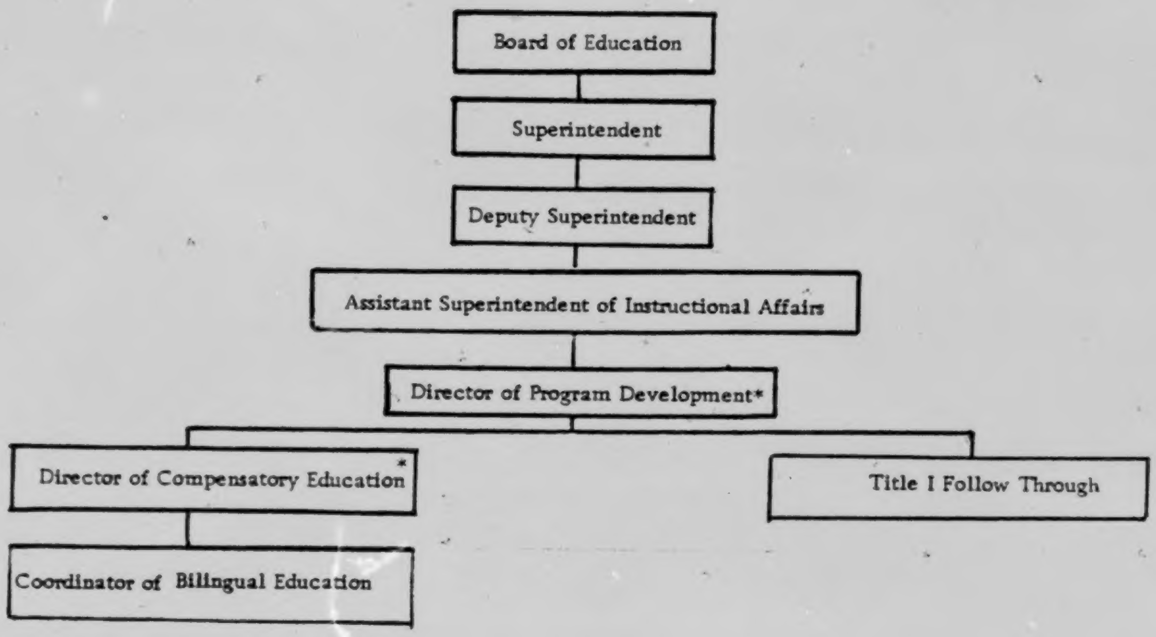
*All of the information on the Task Force comes from a brochure entitled: "The Freedom Flight Task Force - A Brief Description."

For example, the Franklin School, one of the four elementary schools with a bilingual program component, instituted team teaching (one monolingual and one bilingual teacher on each team) for grades K-3 and a resource room for grades 4-6. The classes consist of Latino and Anglo students who span the linguistic range from monolingual Spanish to monolingual English. The resource room is used primarily for bilingual instruction in English language arts. A different approach is used at the Palmer and Sherwood Park Elementary Schools which have a Vietnamese component. Those schools also use a resource center for English language arts instruction, but generally the students remain in their regular classrooms. Bilingual teachers and aides circulate throughout the school assisting the students with their other subjects.

## Administration

The Coordinator of Bilingual Education is responsible for administering the program. He is under the supervision of the Director of Compensatory Education who keeps track of all state and federal sources of funds for which the district is eligible. One of the Assistant Directors of Elementary Schools (ADES), who supervises several of the principals whose schools are serviced by the bilingual program, made his offices available for the purpose of bringing together various school principals, departments, and staff to assist the bilingual bicultural program.

The position of the bilingual program in the public school system is shown in the following table:


Board of Education
Superintendent
Deputy Superintendent
Assistant Superintendent of Instructional Affairs
Director of Program Development*
Director of Compensatory Education*
Title I Follow Through
Coordinator of Bilingual Education

## Sources Of Supporting Funds

Title VII funds constitute the largest single source of funding for the Grand Rapids bilingual bicultural education program. The program also receives funds from ESEA Title I and the Refugee Act, but the second largest source of funding comes from the district itself. The district also has one of five state grants to train bilingual education teachers which represents the only money that the state allots under its legislative mandate for bilingual education. Specific sources and amounts are as follows:

| | |
|---|---|
| State Bilingual Education Funds: | $ 59,340 |
| Local Bilingual Education Funds: | $ 221,000 |
| ESEA Title VII Bilingual Education Funds: | $ 337,000 |
| ESEA Title I Funds: | $ 155,000 |
| Refugee Act Funds: | $ (not available) |

## Location And Characteristics Of Facilities

The bilingual program has offices at the Board of Education. It serves 24 of the 64 elementary and secondary schools in the district, but is concentrated at the schools which have the highest proportions of Spanish-speaking and Vietnamese students: six elementary, two junior high, and two senior high schools have bilingual staff and resources.

Hall Elementary School was the first to have a Spanish bilingual program in 1972. Since then, Franklin and Burton Elementary, as well as Burton Junior High and Central High now participate in the Spanish program. The Vietnamese program, begun in 1975, is concentrated at three other elementary schools (Alger, Palmer, and Sherwood Park), at West Middle School, and Central High. Central High School is the only facility which includes both the Spanish and Vietnamese components.

## Program Personnel

The bilingual education program in Grand Rapids has a core administrative staff of five persons:

### Project Director

The director is responsible for coordinating the development, implementation, and evaluation of the K-12 bilingual program in accordance with established policies and regulations.

### Curriculum Materials Developer And Coordinator

The curriculum coordinator provides training and technical assistance to the principals and teachers of the various schools; insures that there are sufficient materials available; and develops and introduces new materials and curriculum as needed.

### Project Evaluator

The project evaluator establishes and designs evaluation procedures and assists in the overall administration of testing.

### Community Liaison Aide

The community aide works with parents and other community agencies.

### Project Secretary

The project secretary is responsible for general office administration, typing, and record keeping.

In addition, the program has an instructional staff of 66 persons, including the teachers and aides for both the Spanish and Vietnamese components of the program. As the following figures indicate, the majority of the program's instructional staff is bilingual:

Spanish component

16 teachers
22 aides
Total: 38

Vietnamese component

9 teachers
4 student advisors
15 aides
Total: 28

Some teachers have TESL[1] skills even though they are not bilingual. The bilingual curriculum coordinator indicated that the teaching staff's lack of TESL expertise was a real problem. Also, some aides are used for study hall duty, a task that the bilingual curriculum coordinator thinks is inappropriate.

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[1] Teaching English as a Second Language.

In addition to the above mentioned staff, the program also has three student counselors, two of whom are bilingual in Spanish and English who work primarily at the junior and senior high school levels.

## Program Budget and/or Resources

The Title VII funds were apportioned (as of June 1975) as follows:

| | |
|---|---|
| Personnel | $168,564.00 |
| Benefits | $ 42,949.00 |
| Travel | $ 2,924.00 |
| Equipment | $ 1,715.00 |
| Supplies | $ 1,818.00 |
| Contractual Commitments - evaluation, teacher training, parent involvement | $ 97,700.00 |
| Other - computer use, field trips, inservice training, information, dissemination | $ 12,445.00 |
| Indirect Charges | $ 8,885.00 |
| TOTAL: | $337,000.00 |

(No data on Title I or Refugee funds available)

## III. PROGRAM METHODOLOGY

(In the effective use of innovative techniques or materials)

The central objective of the bilingual instruction process in Grand Rapids is the use and maintenance of a student's dominant language in his/her learning. Initially, the program developed techniques and approaches to meet immediate needs in specific situations. Afterwards the program formally defined its goals. Those goals include: helping bilingual learners achieve at grade level on tests in their dominant language (I), and in English (II); helping them to maintain their primary language (III); and helping all students to better understand each other's cultures (IV). The autonomous and flexible nature of the various segments of the program requires discussing innovative materials, techniques, and the objectives they seek to satisfy in three separate contexts: those used by the program in general; those used by the individual schools; and those used by individual teachers.

### Innovative Techniques And Materials Used By The Program Throughout The District

Several innovations have been introduced by the bilingual program which are used throughout the district. They include the mobile learning resource units, the Neighborhood Education Center, the Spanish and Vietnamese reading programs, and the bilingual teacher exchange program, as well as the general strategy of allowing the individual schools flexibility and autonomy in meeting common reading and math objectives. Additionally, various techniques and materials are made available to staff through the materials development director and inservice learning.

The bilingual coordinator/Title VII director sees the term "technique" broadly defined as "strategy." For example, he thinks that it is a primary objective of the program to serve all students, even if they need only part of the program, such as bicultural instruction. The mobile resource units and the Neighborhood Education Center are two techniques (strategies) for achieving this objective.

#### Mobile Learning Resource Units

The bilingual program has two mobile learning resource units. One is funded by Title I ESEA funds; the other is funded by the School Board. Each unit is equipped with films, slides, projectors, and an array of bilingual books and other materials. The mobile units serve 17 schools which do not have an "inhouse" Spanish bilingual program. According to the materials development director (who at one time worked in a mobile unit), the units primarily provide TESL (Teaching English as a Second

Language) instruction in reading and math, rather than bilingual instruction per se. The objective of the mobile units is to assist English language comprehension through TESL. Bilingual instructors see students on leave from their regular classrooms for about four hours per week to support and supplement classroom instruction. This limited contact, however, somewhat vitiates the mobile units' effectiveness as vehicles of bilingual bicultural education. In addition to their regular TESL responsibilities, the teachers also devote substantial time and energy to 'rap' sessions with students in an effort to increase their self-awareness and self-confidence as Latinos. The mobile units are popular with the students as evidenced by the increasing number of students who visit them. These units also serve the other linguistic groups in the community in much the same way.

The mobile units allow the program to provide at least some measure of bilingual bicultural instruction to the most needy students. The instruction focuses on two of the four program goals: achieving the bicultural goal, and helping the learner function well enough in English to achieve at grade level when tested in English.

## Neighborhood Education Center (NEC)

The Neighborhood Education Center is another means by which the program provides at least some bilingual bicultural instruction to all students who need it. The instruction focuses on the same two program goals as the mobile units. According to the director and the principal of the NEC, this is a technique for instructing students who might otherwise not be in school at all. The students who attend NEC are either dropouts or voluntary referrals from other schools. The center serves 80 high school students (60 are Latinos) with 10 teachers (seven bilingual) and has an attendance rate of 60 percent. The small student/teacher ratio allows teachers to work closely with the students and permits greater flexibility in dealing with problems that arise.

All instruction at the Neighborhood Education Center is in English, with an emphasis on the use of such methods as the creation of murals and Mayan calendars to capture the students' interests in their cultural heritage.

## Spanish And Vietnamese Reading Programs

Another general innovative technique involves the Spanish and Vietnamese reading programs which are primarily aimed at the third program goal: to help bilingual students maintain and develop the language of their homes and communities. The Spanish reading program takes much of its material from a combination of three commercial sources: (1) the Laidlaw basic reader, which is the core of the program; (2) the Houghton Mifflin reading readiness program, which is used primarily in introducing sounds; and, (3) the Santillana basic reader.

Six Spanish bilingual teachers from two of the schools are composing a booklet for each grade K-3 that outlines curriculum, and identifies materials and techniques which meet all relevant Grand Rapids reading performance objectives. The teachers receive credit for preparing the booklet through a state college which has a state grant to train bilingual teachers in conjunction with the Grand Rapids School Board.

Teachers are also developing a five-level reading program for the Vietnamese students, using their own locally developed materials. A team (most of whom were high school teachers in South Vietnam) meets twice a week to design the program and develop the materials. The team reviews the Spanish reading program approach as a basis for developing story books in Vietnamese and English. Some of the story ideas come from the Vietnamese children who write folk tales that they remember; others come from their experiences in Vietnam. As a supplement to the reading program, the team has developed a Vietnamese alphabet coloring book which will be distributed to all children in the elementary schools with a Vietnamese component. Distributing the book to all the students addresses the fourth program goal "to help all students who have contact with bilingual learners to better understand each other's cultures, including language..."

## Adaptation of Tests

The bilingual program has adapted the city's criterion referenced tests to test Spanish reading ability in grades one through five. To date, there has not been any attempt to do the same for the Vietnamese students. To test the English reading ability of bilingual students in the lower grade levels, the bilingual program has designed its tests to correspond to the Miami Linguistic Reader series.

The Miami series has been adapted for testing older students in all language groups. This adaptation is one of several techniques and/or materials which the program staff considers innovative; they have been made available through the materials development director's office and through inservice training. The Miami series is useful primarily in English oral drill and reading. According to the materials development director, older students who could benefit from the series do not want to use it because the content area is geared to elementary school children.

Therefore, using the content areas derived from early books, teachers have devised worksheets and tapes for use at the later elementary and junior high school level. All instruction is in English.

Teachers have also worked out a flow chart for both students and teachers to measure their reading progress. The tapes and worksheets are designed for students to compute on their own. Teachers introduce a unit, then leave students to work independently until the next unit is introduced. The worksheets focus on reading, while the tapes contain dictation lessons and tests. The latter allow the students to record their responses and listen to themselves.

The materials development director said that for another program to similarly modify criterion-referenced tests would require:

- a team with various bilingual bicultural backgrounds, so that the nuances of the language from the different Spanish-speaking countries are included (in the absence of a fully expert team, the project could hire an outside consultant);
- a person or persons knowledgeable in educational terminology and Spanish grammar; and
- spending less time on bilingual training in the early elementary grades, but spending more time in the upper elementary grades, in order to meet the demands of the language's increasing complexity at these levels.

### Teacher Exchange Program

The Grand Rapids bilingual program also has a teacher exchange program with another school district in the county. Bilingual teachers from Grand Rapids visit and observe the district's exchange program. The exchange addresses all four program goals. A recent benefit derived from this teacher exchange has been the modification of team teaching at the Franklin School to include an open classroom approach for greater flexibility of scheduling.

### Techniques Used At Individual Schools

Although they share basic reading and math objectives, each school has great autonomy in the methods it chooses to meet these objectives. Several examples that were observed by the study team were:

## Team Teaching

At Franklin School, team teaching is provided for the first and second grades in the bilingual program. Team teaching is regarded by the teaching staff as an innovative technique for bilingual bicultural instruction, in that it provides a flexibility to meet the needs of students with different language abilities. At the same time, the technique allows maximum integration with regular classroom instruction and students. The use of a Spanish bilingual teacher and a regular teacher eliminates the need to pull children out of classes. The team teaches Spanish reading, math, and English to 20 percent of the students, and ESL to another 20 percent. In other subject areas, the bilingual teacher alternates instruction with monolingual team members. A further modification being planned is the use of an open classroom setting, which will provide greater flexibility in scheduling.

## Mini-courses

At Sherwood Park Elementary, one of the locations of the Vietnamese component, two particularly innovative techniques were identified by the staff. One technique is a ten-week series of mini-courses conducted during regular school hours. One course allows Anglo students to learn Vietnamese for credit; or, they can elect to take Spanish, typing, rug-hooking, or other courses. This aspect of the program relates to the goal of helping all students "to better understand each other's cultures, including language, customs . . ."

## Language Instruction Through Music

The other technique considered innovative by Sherwood Park staff is the use of music in both English and Vietnamese language instruction. Pham Duy, a famous Vietnamese folk singer, has an album of songs he wrote which includes Vietnamese and English translations. One of the teachers plays guitar and sings the songs with students to help them learn vocabulary and sentence structure.

## Program Reading Series Translation

At the Palmer School the bilingual staff translated the McGraw Hill Programmed Reading series, used in the regular classroom, into Vietnamese.

### Resource Room Tutoring

The staff has scheduled English language reading instruction for all students in the morning. This allows the Vietnamese students to come to the resource room for reading instruction, and eliminates isolating them from the other children in the school. The resource room is large enough to accommodate all the students. Instructors partition off the room while different groups of students work on different language arts lessons with teachers and aides. During this time, sixth grade American students or college student volunteers may be called on to work with the Vietnamese students as tutors.

## Techniques and Materials Used By Individual Teachers

The bilingual resource room at the Franklin School serves fourth, fifth, and sixth graders in five classrooms. Some students only come for Spanish language arts during part of the day; others who are monolingual are in for a full day part of the year. The resource center teacher does not consider the center particularly innovative; however, he thought that some of the techniques used in the room such as the bilingual library and the autobiography/geography projects described below are innovative.

### Bilingual Library

The students in the resource room at Franklin have established their own bilingual library and now take turns being the librarian. They separated the Spanish and English books, listed them by title and author, then shelved the books according to the Dewey Decimal System. The library project also has included various exercises keyed to specific district reading objectives.

### Autobiography/Geography Project

The resource room teacher at Franklin School approached another project in an innovative way which combined several learning components. First, all the students wrote their autobiographies in Spanish, after which they discussed each one in turn, making revisions,corrections, and defining terms. The teacher used an overhead projector so that all the students could see the revisions as they were being made and then copy the revised version.

Then, on a large bulletin board in the classroom, the teacher placed individual maps of each student's native country with their autobiographies around a larger map of the U.S., with strings connecting each of the native country maps to Grand Rapids. According to the teacher, the children not only learned about autobiographies, geography, new vocabulary, grammar, and spelling, but also about each other.

## Activities and Service Schedules

One example of a schedule of the Spanish bilingual bicultural program is outlined in the chart below (for early elementary level students.)

| Monday | Rojo | Stripe | Polka Dot | Paisley |
|---|---|---|---|---|
| 9:00-9:15 | Opening-------------------------------> | | | |
| 9:15-9:35 | Library | Free Room | Reading | Reading |
| 9:35-9:55 | Spanish Read. | English Read. | Story | Story |
| | Recess-------------------------------------- | | | |
| 10:15-10:50 | Perception-------------------------------> | | | |
| 10:50-11:30 | Math-------------------------------> | | | |
| | Lunch | | | |
| 12:45-1:15 | English as a Second Lang | | | |
| 1:15-1:40 | Spanish Reading | | | |
| 1:40-2:00 | Recess-------------------------------> | | | |
| 2:00-2:35 | English* Reading | Reading Activity | Reading | Reading |
| 2:35-3:10 | Social Studies | Social Studies | Science | Science |

| Tuesday | Rojo | Stripe | Polka Dot | Paisley |
|---|---|---|---|---|
| 9:00-9:15 | Opening -------------------------------> | | | |
| 9:15-9:35 | Spanish Reading | Reading | Story | Story |
| 9:35-9:55 | ESL Peabody | Free Room' | Reading | Reading |
| | Recess-------------------------------> | | | |
| 10:15-10:50 | Music -------------------------------> | | | |
| 10:50-11:30 | Math -------------------------------> | | | |
| 12:45-1:15 | ESL | SLD | SLD | SLD |
| 1:15-1:40 | Spanish Reading | Library | Library | Free Room |
| 1:40-2:00 | Recess-------------------------------> | | | |
| 2:00-2:35 | English Reading* | Reading | Free Room | Reading |
| 2:35-3:10 | Science | Science | Social Studies | Social Studies |

## IV. EVALUATION

### History Of Past Evaluations

Formal evaluations of the Grand Rapids bilingual bicultural program were conducted for Title VII funding requirements and relate specifically to the schools which receive Title VII money. Two yearly evaluations and one interim evaluation have been conducted. The evaluation for 1973-74, performed by the new materials development director, is primarily a presentation of test data from one school. No evaluation material was supplied to the study team for the first year, 1972-73.

In 1974, the Title VII program began functioning in two schools and today serves three schools. An evaluator was hired to develop a more sophisticated evaluation design for the program. He indicated that the Title VII program in Grand Rapids is a developmental program and, as such, its evaluation differs from the evaluation of a tested and established program in several respects.

In his summary of the 1974-75 evaluation, the evaluator indicated that there were "encouraging signs" that the use of tutoring in ESL and other instruction has helped accelerate student learning. He concluded that "resource room instruction seems to be justified as a viable means for accelerating the academic achievement of previously low-scoring students." He also thought that the staff-developed criterion-referenced tests in Spanish "are a significant contribution to bilingual education in this country and should be further tested, validated, and disseminated..." All of these items were also identified by various staff as innovative materials and/or techniques; they are applicable to all the various funded components of the total Grand Rapids bilingual program. The Spanish test is not directly applicable to the Vietnamese component, but the concept is. The other techniques and materials identified in this case study as innovative are not specifically dealt with in any of the Title VII evaluations.

### Summary Of Study Team's Observations And Findings

The evaluations conducted by the Title VII program evaluator appear to be quite thorough, but are not directly concerned with the specific innovative materials and techniques discussed in this report. Although impressions may be gleaned from the supportive data, there is no substantial data to verify the effectiveness of the specific materials and techniques developed. In addition, current activities are more concerned with clarifying and implementing existing goals and techniques rather than with developing new materials and methods.

The program is also noteworthy in the area of community involvement, particularly with respect to the Vietnamese component. Through the churches and the Freedom Flight Task Force a broad cross-section of the community has helped to establish and maintain support for the Vietnamese bilingual component. In the schools a sense of welcome prevails. In one of the Vietnamese schools, a sign made by students hangs on the wall:

> "We Welcome You.
> The Children of Sherwood Park School
> Welcome Our New Vietnam Friends.
> We are Glad You are Coming to Our School."

Community involvement is reflected in the Spanish component, as evidenced by the Neighborhood Education Center, which the Latin American Council, a community organization began in cooperation with the school district.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

### Findings As To Noteworthy Status

The study team found the nomination of the bilingual program in Grand Rapids to be valid for its development of innovative materials and techniques in both the Spanish and Vietnamese components. These included:

- the mobile learning resource units;
- the neighborhood education center;
- the development of a Spanish and Vietnamese reading program;
- the flexibility and autonomy of schools centered around common reading and math objectives;
- the bilingual teacher exchange program;
- the adaptation of the Miami series for older students; and
- team teaching, and a number of other techniques and/or materials used by specific schools and/or teachers visited by the study team.

### Recommendations

The Grand Rapids bilingual program should probably use more specific measures for determining the effectiveness of particular materials and methods developed within the program (e.g., the extent of their use, reaction of teachers, and students); and the program should conduct a formal evaluation of the effectiveness of non-Title VII components of the program, particularly the Vietnamese component.

## VI. SOURCES OF FURTHER INFORMATION

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Bilingual Bicultural Education Program
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Grand Rapids, Michigan 49502

# BILINGUAL EDUCATION PROJECT

# JOHNSTOWN, COLORADO

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# JOHNSTOWN, COLORADO

A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Development Associates, Incorporated
1521 New Hampshire Avenue, N.W.
Washington, D.C. 20036

# I. PROJECT OVERVIEW

## Criterion Under Which the Project Was Nominated

The Johnstown-Milliken School District's bilingual multicultural education project (Johnstown, Colorado) was nominated by USOE Region VII as a noteworthy example of a bilingual education project that:

> " ... appears to have made effective use of innovative techniques or materials in its educational activities, including televised or computer assisted instruction or other media whose development was supported with federal funds."

State legislators and State Education Agency officials agreed that the Johnstown-Milliken project is one of the most effective bilingual efforts in Colorado. Although there are not any formal evaluations of the project's noteworthiness, the study team did encounter aspects of the project that are both unique and innovative.

The Johnstown project differs from many bilingual education projects in its approach to instruction. It is unusual because the first language of the majority of the students is English. While a small number of students are Spanish dominant or bilingual when they enter kindergarten, many do not speak Spanish at all; yet a substantial part of the instruction in mathematics, science, and language arts is in Spanish. In this setting, the bilingual staff has developed an innovative bilingual curriculum and instructional methodology without sacrificing the quality of instruction in English, mathematics, and social science. The staff has also developed innovative activities in the areas of parent involvement, teacher training, and language assessment.

## Overview of Past Evaluations and Their Findings

Although there are no formal evaluations of the project's noteworthiness, the project does appear to have unique and innovative aspects. In the following section, an overview of the general program is presented.

## II. GENERAL PROJECT DESCRIPTION

### Population Served

Johnstown and Milliken are located in rural Colorado about 60 miles from Denver. The towns are geographically separated by three miles of farmland. From the 1870's to the 1920's, German and Russian immigrant farmers settled in the area. During the early part of this century, these farmers hired large numbers of Spanish-speaking workers to harvest the sugar beet crops. The workers originated from Mexico, Southern Colorado, New Mexico, and Texas. Unlike the Germans and Russians, who were especially pressured to learn English during World Wars I and II, the Mexican immigrants did not learn the language because originally they did not intend to settle in the area. Indeed, many were displaced at the time of the Mexican Revolution or came from large Hispanic communities in the Southwest and planned to return.

The Johnstown-Milliken area grew as it became apparent that a cheap source of feed was available from the residue of the sugar beets. The Montfort Packing Company now has five large feed lots in the area, one of which is only a few miles from Milliken. Other industries have also located in the area, providing year-round employment for the residents, including the Kodak Company which maintains a large factory in nearby Windsor. The opportunity for full, year-round employment has attracted large numbers of Spanish-surnamed persons as permanent residents. By 1976, 42 percent of the Johnstown-Milliken school district's enrollment was Spanish-surnamed[1/]. The majority of the Mexican American[1/] population is now United States born as well; and, according to both the bilingual coordinator and the president of the Parent Advisory Board, more than half speak English in the home. In fact, the project director also estimated that only about 15 percent of the total school district population is actually Spanish-dominant.

Although the president of the Parent Advisory Board expressed dismay at young Chicano males who "... don't listen to Mexican music - just rock and roll," the bilingual multicultural education project has received demonstrable support from Spanish-surnamed parents who also wish to maintain their own language and customs. In fact, 97 percent of the Spanish-surnamed parents in the district have enrolled their children in the project. The Anglo population in the school district, many of whom commute to Denver, has also increased significantly and strongly supports the project.

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[1/] Term used depends on source of information.

## History of the Project's Need Assessment

In 1975 the Colorado State Legislature enacted the Bilingual Bicultural Act,[2] after extensive debate from proponents and opponents of the bill. The Act does not mandate a full-time program of instruction in two languages like the Johnstown-Milliken project. Rather, the Act simply refers to "... utilizing the cultural and linguistic background of these students in the curriculum." The Act mandates this form of bilingual-bicultural education for any school with 50 students, or 10 percent of its enrollment, with "linguistically different skills." The legislation defines such students as those:

> "... who are not able to take full advantage of present educational programs taught in English because of their language skills and who come from an environment of different customs and traditions which may include the influence of another language in their family, community, or peer group."

In implementing its project, the Johnstown-Milliken School District goes beyond the legislative mandate by attempting to educate persons who are, in the words of the State Director of Bilingual Education, "coordinate bilinguals," that is, persons who read, write, and speak two languages.

## The Johnstown-Milliken School System

The Johnstown-Milliken School System currently consists of the Letford Elementary School in Johnstown (K-4), the Milliken Middle School (5-8), and Roosevelt High School (9-12). Since the growth in population has caused considerable overcrowding in the schools, a bond issue was passed last year for the construction of a new elementary school in Milliken and a new wing at Letford. The district administers an annual budget of $1,370,030 for the three schools whose total enrollment is 1,200 students.

Although the elementary school primarily has self-contained classrooms, there is some teaching, especially among teachers and aides in the bilingual multicultural project. Both the middle school and high school are departmentalized.

The racial/ethnic breakdown for the school district is as follows:

| | |
|---|---|
| Hispanic | 42% |
| White/Caucasian (Not Hispanic) | 58% |

---

[2] The Bilingual Bicultural Act is HB 1295.

## Project Objectives

The following are the objectives of the bilingual multicultural education project in the Johnstown-Milliken School System:

- train all teachers in order for them to internalize the concept of bilingual-multicultural education ;
- develop teaching strategies and classroom environments that are compatible with the learning styles of the student population to be served ;
- involve parents and other community members in the educational process of the schools in order to make education a cooperative effort between the home and the school ;
- develop curricula, instructional and supplemental materials in Spanish and English to meet the bilingual-multicultural need of the student population of the school system ;
- develop conventional and unconventional assessments of program components, especially that of student growth in first language;
- develop communication, social and learning skills in a bilingual multicultural setting for all students ;
- assist all students to enhance pride and identity in their own culture;
- provide experiences in which heritage and contributions of each ethnic group to our regional southwest culture are included ; and
- develop a sequential program through which students expand their native language and better learn the national language.

## Relationship of the Project to the Johnstown-Milliken School System

The Johnstown-Milliken Bilingual Multicultural Education Project was initiated in Letford Elementary School in 1970 with funds from Title VII. For the first year the project included preschool, kindergarten, and first grade. One additional grade has been added yearly.

Since its inception, the project has aroused community controversy. Many parents of German descent opposed the project from the beginning because they thought that participating students would not learn English. Other parents did not want their children "exposed" to Spanish. Non-bilingual teachers opposed the open classroom concept which was introduced with the project. Some teachers interviewed mentioned a real rift developing between bilingual and non-bilingual teachers early in the program. The opposition by both teachers and parents has declined markedly; and, although some Anglo parents still oppose it, a majority have chosen to enroll their children in the bilingual classrooms.

The project director attributes the decrease in Anglo opposition to the strong support of the superintendent and to the effectiveness of the project itself; and participation in the project is voluntary at all levels. Students who participate in grades K-4 receive a full-time program of instruction in two languages. All but one of the teachers and aides are bilingual. Various grouping patterns are used which reflect abilities and interests, and the students receive their instruction in Spanish according to their linguistic capabilities. Some receive as much as half of their lessons in Spanish.

The project staff has received considerable inservice training and assistance from consultants since the first year of the project. During the summer of 1973, several staff members and consultants received grants to write curricula in mathematics, cross-cultural studies, English and Spanish reading, and ESL. Then, in the summer of 1975, three experienced teachers each received a grant to spend between four and six weeks revising and updating those curricula. Although the original project director resigned at the beginning of the 1974-1975 school year, the project received a one year extension of its Title VII grant when it expired in 1975, and the district has recently written a proposal to Title VII requesting another five-year grant in order to extend the project through the 11th grade.

## Project Administration

The Bilingual Multicultural Education Project is an integral part of the total educational process in the Johnstown-Milliken Schools.

The School Board has legal responsability for implementing the Bilingual Education Act. The superintendent has responsibility for the actual implementation of the Act within the district. The bilingual director has implemented the bilingual multicultural project with the cooperation of the building principals, as they have the responsibility for carrying out the project's goals and objectives. The project director oversees program implementation, staff selection and development, materials procurement, parental involvement, and program evaluation. The director also cooperates with the building principals in providing additional technical assistance in all components of the bilingual multicultural program.

The bilingual multicultural staff conducts scheduled meetings to evaluate current program progress and to seek methods for improving program progress and effectiveness; and the project director schedules monthly meetings to inform the community committee, the community at large, and school district personnel of program progress. Interim and final program progress reports are submitted to the Superintendent of Schools, the Bilingual Multicultural Parent Advisory Board, the Board of Education, State Bilingual Education Officials, and Title VII Officials.

Chart I on the following page provides an overall view of the program's administration and staff.

## Sources of Supporting Funds

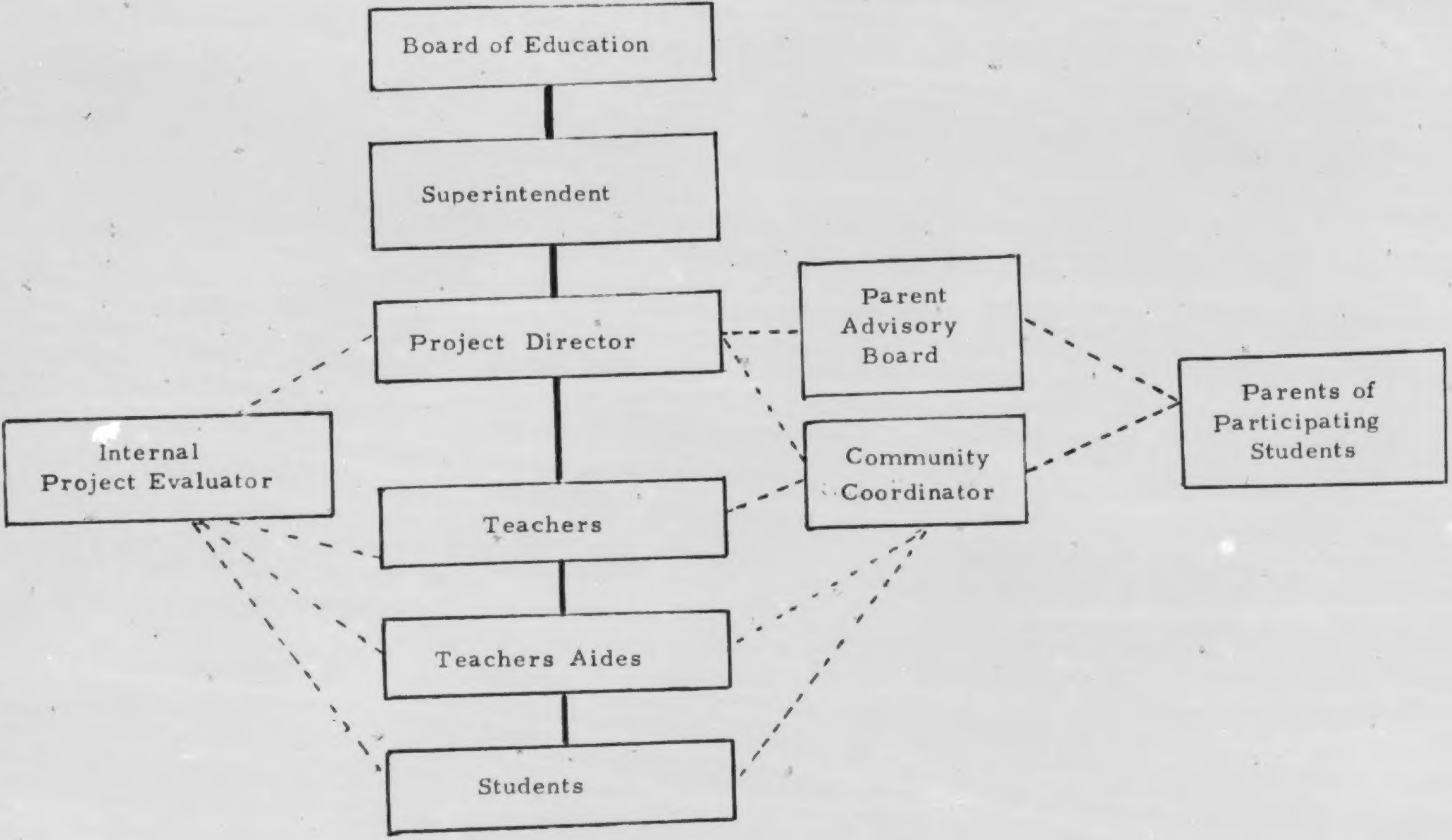
The following is a listing of sources and amounts allocated to bilingual education in the Johnstown-Milliken School System:

| | |
|---|---|
| Local Funds | $157,458 |
| ESEA Title VII | 87,000 |
| State Funds | 32,715 |
| TOTAL | $277,173 |

As mentioned earlier, the school district has submitted a proposal to Title VII for the 1976-1977 school year, amounting to a request of $226,437.

CHART I

OVERALL PROGRAM MANAGEMENT DESIGN


Board of Education
Superintendent
Project Director
Parent Advisory Board
Parents of Participating Students
Internal Project Evaluator
Community Coordinator
Teachers
Teachers Aides
Students

## Project Personnel

The project has a total staff of 28 full-time persons, 27 of whom are bilingual. There are 15 teachers, 11 aides, one community liaison, and the project director.

The project currently serves 360 students in grades K-6. Although nearly 60 percent of the students are Spanish-surnamed, about 15 percent of them were Spanish dominant or bilingual when they entered the project. Students who choose not to participate are placed in a classroom with a monolingual teacher and aide. During the 1975-1976 school year, five of 18 classes in the Letford Elementary were monolingual.

The program in the middle school at Milliken is much more limited at present. There are two bilingual teachers who serve 80 students in grades five and six. One teacher works as a tutor in a resource room while the other teacher gives classes in Spanish language arts including reading, oral language and culture.

Their responsibilities are as follows:

### Project Director

The Project Director has the responsibility for planning, developing, implementing, and evaluating the program as set forth by the guidelines designated by the Title VII office.

### Project Internal Evaluator

The Project Internal Evaluator works directly under the project director. His responsibility is to implement the assessment and evaluation component of the program. In addition, developing assessment instruments that can more accurately measure the participating students' achievements in both languages is also the evaluator's responsibility.

### Community Coordinator

The Community Coordinator is assigned to the bilingual multicultural program to promote communications, understanding, and cooperation between the school and the community.

### Bilingual Teachers

The bilingual teachers are assigned to the program and serve as full-time classroom instructors.

## Bilingual Teachers' Aides

The bilingual teachers' aides are utilized in the classrooms to supplement the teachers' instruction.

## Project Budget and/or Resources

State and federal funds received are used to pay two bilingual education staff salaries , 11 salaries for instructional aides, travel, administrative costs, and materials and supplies. A specific budget breakdown for categorical costs by line item was not available.

## III. PROJECT METHODOLOGY

(In making effective use of innovative techniques or materials in its educational materials ... whose development was supported by federal funds)

The Johnstown-Milliken School District Bilingual Education Project anticipates that students in the project will attain some bilinguality by the time they graduate from high school . Although the project is only in its planning stages in the high school, and only recently implemented in the middle school, it has been fully implemented in the Letford Elementary School. To move toward its goal, the school district has developed an innovative set of materials for use in the primary curriculum areas.

### Activities, Services, and Components and Their Relationship to Effective Use of Innovative Techniques

The most important material for this project is the bilingual curriculum. First developed in 1973, and revised in the summer of 1975, curriculum materials have been designed for Language Arts, English Reading, Spanish Reading, ESL, Spanish Oral Language, Culture, and Science. A Quick Reference Guide for Spanish Oral Language has also been developed. Curriculum materials are keyed to the instructional objectives. Below are the curricula for the bilingual program:

#### Spanish Oral Language Curriculum (K-4)

Spoken Spanish is emphasized in the first four elementary grades. As mentioned earlier, this particular facet of the curriculum is not keyed to any counterpart English text. There is, however, the Quick Reference Guide which consists of 17 units. Each unit is organized according to a topic area. For instance, one unit utilizes vocabulary and phrases centered around the family; others are geared to colors, the house, civics, etc. Each unit also has separate objectives for each grade level. Structurally, the units indicate what forms and persons of the verbs should be learned. The main thrust of the curriculum in the elementary school is on vocabulary and spoken Spanish sentence structure.

#### Language Arts Curriculum (K-4)

This is actually a curriculum for English Language Arts. It is keyed to several different texts which are used as references by the teachers at the various grade levels.

## English Reading Curriculum (1-4)

This curriculum is also keyed to several different texts. It consists of various activities, games, and materials which are related to the objectives.

## Spanish Reading Curriculum (K-4)

The Spanish Reading Curriculum (SRC) at the kindergarten level consists of suggested activities for reading readiness and for vowel identification. For grades one through four, the curriculum is eclectic, using various texts and materials. Games and activities, related to each unit, are specified in the SRC. Teachers complain that these Spanish readers are primarily designed for native speakers and that they tend to use a vocabulary different from that heard in the Johnstown area. Eventually, teachers hope to write their own readers.

## ESL Curriculum

As an overview of ESL, the curriculum guide provides some possible approaches and available materials. Beginners in English use the kindergarten language arts curriculum which utilizes commercial materials like the Peabody Kit and Scott Foreman.

## Mathematics Curriculum (K-3)

The mathematics curriculum is keyed to the text, Modern School Mathematics (Houghton Mifflin) at the kindergarten level. For grades one through three, the project keys the mathematics curriculum to the Holt, Rinehart, and Winston Series. These particular curricula are very useful to teachers because they provide ideas, materials and games for introducing Spanish conceptually from facts and concepts already introduced in English.

## Science Curriculum (K-3)

The science curriculum is teacher developed.

## Curriculum Guide for Culture (K-3)

This is a resource guide that emphasizes multicultural aspects. It includes historical information, stories, games, songs, and suggested materials and activities. Some units are written in Spanish, accompanied by a list of Spanish vocabulary. The last section of the guide includes historical events and facts of the Southwest and New Mexico areas.

In addition to the materials and curricula mentioned, Johnstown has also developed various testing instruments designed to measure achievement in Spanish ability:

> First, the Spanish Oral Language Assessment (SOLA) was designed by district teachers to measure Spanish proficiency in grades K-4. Administered at the beginning and end of each school year, it consists of a series of questions which correlate with the district's Spanish Oral Language curriculum objectives. The teacher records the child's responses on tape and then grades those responses on the basis of completeness and accuracy.
>
> Second, the Informal Reading Inventory in Spanish (IRIS) was developed by a district staff member to assess the Spanish reading level and comprehension of students from primary level through the sixth grade. It consists of a series of short reading selections which increase in difficulty from reading level to reading level. It measures four levels of reading ability, fluency and listening comprehension. The teacher who developed the test independently hopes to obtain a copyright.
>
> Another teacher has developed a series of audiovisual aids which supplement her phonics teaching.

## Other Innovative Aspects of the Project

A series of nine courses in subjects such as bicycle repair, building maintenance, photography, and guitar, have been offered on Friday afternoons at the elementary and middle schools. Instructors for the courses have come from all segments of the community and have included a janitor, a school principal, parents, and teachers.

The project has also successfully combined the Parent Advisory Boards which are required by Title VII and the state. Ten parents (five Mexican American and five Anglo) have been elected to the Board, which meets every month and reviews all proposals and policies. Parent involvement is keen, and according to the project director, parents have made more than 300 visits to the school to assist in activities.

## IV. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Despite the lack of evaluations of the Johnstown-Milliken Bilingual Education Project, there is little doubt that it is both effective and innovative. The project is enthusiastically supported by parents, teachers, and administrators.

Students in classes visited by the study team exhibited considerable fluency in speaking and understanding Spanish; although, at the middle school, a Spanish teacher was concerned about the limited time presently available at that school for Spanish instruction. This situation will be remedied if the project is funded for full implementation of the bilingual curriculum.

One of the most important questions concerning the project has yet to be answered; namely, are the students learning Spanish to the detriment of their other academic subjects? The study team thought that a thorough impact evaluation of the Johnstown project would be required to answer this sensitive question.

## V. SOURCE OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## NEW BRUNSWICK, NEW JERSEY

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM
# NEW BRUNSWICK SCHOOL SYSTEM

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

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Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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# I. PROGRAM OVERVIEW

## Criterion Under Which The Program Was Nominated

The New Brunswick bilingual education program serves 860 students from kindergarten through the twelfth grade. The program has three components: the Title VII "Better Communication" program which serves kindergarten through fourth grade students in six schools; the Title I Non-Standard English (NSE) program which serves children in grades one through six who have deficient English language skills (not served by Title VII); and district-funded bilingual classes for students in the seventh through the twelfth grades with deficient English language skills. Because of its efforts, the program was nominated for review by the New Jersey State Education Agency as:

> "a bilingual project which appears to have been successful in validly determining the language ability of limited English-speaking students."

Initial assessment of a student's ability to speak English is made by the Language Proficiency Test (LPT). This locally developed instrument is also used by the Title I NSE program for posttest evaluation. A series of English as a Second Language (ESL) units, also locally developed, provide specific pretests and posttests for continuous diagnosis and evaluation in the Title VII program.

## Overview Of Past Evaluations And Their Findings

Outside evaluations of the Title VII program have yielded generally positive results. The program has been effective in increasing readiness skills, oral language skills, and reading skills in both English and Spanish, as measured by the Walker Readiness Test, the John T. Daily Test, and the Puerto Rican English and Spanish Comprehension Tests. Evaluations have not specifically dealt with the Language Proficiency Test and the ESL units, and no formal outside evaluations have been made of the Title I NSE program or of the upper grade district-funded programs.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

New Brunswick is an urban community with a population of 42,000 (1970 census). Hungarian and German immigrants were the original settlers in the area; and, according to the 1970 census, 21 percent of the population is of Hungarian descent. In recent years, New Brunswick has experienced a "white flight" to the suburbs, and a growing Black and Puerto Rican population in the city. The majority of the new inner city residents are blue collar workers who were attracted by the availability of jobs in various plants in the area, including Revlon, Ford-Mercury, Green Stamp, Bonds Clothing, and a chemical plant.

Despite this apparent availability of work, the 1970 census for New Brunswick indicated that, of the city's 8,837 Hispanic families, 9.6 percent had incomes below the poverty level, and that 50 percent of the families living in rented and overcrowded dwellings were Hispanic.

To cope with a growing population of students from low income, non-English speaking families, New Brunswick initiated its bilingual education program and developed methods for assessing the individual student's level of need for that program.

### History Of Program's Needs Assessment

The New Brunswick program uses two methods to assess the need for bilingual education, the Language Proficiency Test and the ESL Placement Test. These language assessment instruments, developed by the local program, are its most noteworthy achievement, and are discussed in Section III (Program Methodology).

### The New Brunswick School System

New Brunswick's schools serve approximately 6,000 pupils in eight elementary schools (grades K-four), the intermediate school (grades five-six), and junior high, an alternate high school, and a school for the emotionally disturbed. The individual school boundaries were set in 1972 under court ordered desegregation. Six of the eight elementary schools and the intermediate school are in areas with a high concentration of low-income families. The ethnic composition of the school district (as of September 1974) is shown below:

New Brunswick Public Schools Enrollment

| | Black | White | Hispanic | Other | Total |
|---|---|---|---|---|---|
| Enrollment: | 3102 | 1263 | 964 | 55 | 5384 |

## Program Objectives

The long range goals for New Brunswick's Title VII "Better Communications" project are stated as follows:

- New Brunswick community members who are now divided into various subcultural groups will be integrated into a multi-ethnic community able to appreciate the value of bilingualism and biculturalism.

- All program participants will be able to function as bilingual bicultural individuals within their individual aptitude and limitations.

- All program participants will be able to take subject matter courses in either language.

- Each school will include a permanent staff of trained, balanced bilingual bicultural instructors proportionate to its bilingual pupil population.

- Participating schools will offer a fully integrated curriculum in English and Spanish, consisting of native language, second language, mixed language instruction, and based on an appropriate range of instructional materials designed to meet the needs of bilingual speakers in the New Brunswick area.

- Each school will offer a range of bilingual bicultural materials appropriate to each grade level.

- Bilingual teachers and auxilliary personnel will be recruited from the community and encouraged to pursue academic studies leading to teacher certification and diplomas.

- Parents of children enrolled in the bilingual program will participate actively in the formulation of education policies and evaluative criteria through the medium of a bilingual advisory council. The latter will act as an intermediary agent between the schools and the community, and will maintain a flow of communications among various community groups to insure their continued interest in, and support of, bilingual education.

- The value of bilingualism and biculturalism will be appreciated by all project participants -- children, parents, and staff.

Focusing on these objectives, the Title VII program staff designed a bilingual developmental program for kindergarten through grade three, integrating the bilingual units with the district's curriculum guidelines.

The goals of the Non-Standard English (NSE) program stressed the cognitive, affective, and psychomotor domains. The cognitive skills emphasized are oral comprehension, response and production, and fluency in the use of structure; the psychomotor skills include visual perception, fine motor control, auditory discrimination, retention and recall; and the affective skills, a sense of security, positive feelings towards school and society, self-esteem, and a sense of belonging in school.

## Relationship Of The Program To The New Brunswick School System

At present, the New Brunswick bilingual education effort has three separate components, funded by Title VII, Title I, and the local school district. Each of these efforts is described below.

### The Title VII Program

The district first applied for Title VII funding five years ago when 10 percent of the student population were non-English-speaking. At that time, there was only one bilingual class, which served seventh and eight graders. The Title VII program, "Better Communications," was initiated in September 1972 to serve kindergarten and first grade students at four elementary schools. Since 1972, one grade level has been added each year and two more schools have joined the program. The number of Hispanic children in those six schools is indicated in Table 1.

Table 1

| School | Total Number of Pupils | Number of Hispanic Pupils | Percentage of Hispanic Pupils |
|---|---|---|---|
| Bayard | 193 | 87 | 45% |
| Lincoln | 400 | 67 | 17% |
| Livingston | 465 | 127 | 27% |
| Lord Sterling | 407 | 48 | 12% |
| Nathan Hale | 444 | 79 | 18% |
| Washington | 340 | 120 | 35% |
| TOTALS | 2,249 | 528 | 23% |

## Title I Non-Standard English (NSE) Program

The Title I Non-Standard English (NSE) Program serves 85 students (grades one through six) who are not served by the Title VII program and who were selected for participation according to their scores on the New Brunswick Language Proficiency Test. The NSE enrollment distribution is given in Table 2.

Table 2

NSE Enrollment

| Grade | Number |
|---|---|
| 1 | 9 |
| 2 | 12 |
| 3 | 8 |
| 4 | 6 |
| 5 | 25 |
| 6 | 25 |
| TOTAL | 85 |

## Personnel

Each of the three programs has its own personnel. The fulltime staff of the New Brunswick Title VII Program for 1975-76 includes:

### Project Director

The responsibilities of the Project Director include planning and coordinating all aspects of the program, as well as supervising the bilingual and ESL staff. The Project Director is also responsible for developing and implementing the training program and taking care of all administrative matters. At the time of the site visit, this position was vacant and the Director of Elementary Education was acting Project Director.

### Community Specialist

The Community Specialist has responsibility for maintaining relations between the neighborhood and the schools in educational and social services matters.

Bilingual Secretary

The bilingual secretary has responsibility for translating, recording expenditures, filing, typing, assisting in preparing reports, and other office duties.

Bilingual Teachers

These teachers are paid by the district but are supervised by Title VII staff, and are responsible for classroom supervision, curriculum development and data collection as well as teaching. All 24 of the "Better Communications" teachers have Bachelor's degrees and are fluent in both Spanish and English; three teachers have Master's degrees; and 17 have completed some graduate work.

Bilingual Aides

The bilingual aides work with small groups of individual students under the direct supervision of the bilingual classroom teacher, assist in storage, maintenance, and minor repairs of all classroom equipment, prepare individualized instructional materials as directed, assist in the maintenance of individual pupil records, and perform other duties as assigned by the bilingual classroom teacher. All 10 paraprofessionals (teachers' aides) are high school graduates; nine are fluent in Spanish and English; and all but one are enrolled in a community college.

Staff for the Title I NSE program include the following:

Coordinator

The Coordinator is responsible for coordinating the development of curriculum and materials to be used, as well as for developing and reviewing strategies and procedures to be used in the NSE program.

ESL Teachers

The ESL teachers (two and one-half) are responsible for screening students for the program; pre- and posttesting students; maintaining data concerning individual student progress; and reviewing, evaluating, and developing materials to be used in the NSE programs.

In addition to the above personnel, who are directly involved in the NSE program, the Title I program staff includes a project director, coordinators of language experience, computational skills, community services and dissemination, as well as a community agent, a technical teacher coordinator, seven and one-half reading teachers, eight and one-half math teachers, two instructional clerks, one administrative clerk, seven and one-half reading aides, and seven and one-half math aides.

Through the district's funds, bilingual classes have been established in grades 7-12 to meet the educational needs of the Spanish-dominant pupils who are served by a guidance counselor and five bilingual teachers.

## Program Budget and/or Resources

The program budgets for the three components of the bilingual program are separate. However, the school district not only supports the upper grade program in its entirety, but also pays the salaries of all regular classroom teachers, including those participating in the Title VII and NSE Title I programs. The following figures are for FY 75-76.

TABLE 3

| | |
|---|---|
| Title VII Budget | |
| Administration | |
| One Project Director | $19,500.00 |
| One Community Specialist | 9,500.00 |
| Expenses: Director's Office | 3,800.00 |
| Indirect Cost @ 2.35 percent | 4,700.00 |
| | $37,500.00 |
| Instructions | |
| Five ESL Teachers | $55,000.00 |
| Ten Aides ten mos. | 55,000.00 |
| Consultant Services | 1,000.00 |
| Educational Evaluator | 3,500.00 |
| One Bilingual Secretary | 9,700.00 |
| Materials and supplies 600 pupils @ $15.00 per pupil | 9,000.00 |
| Local Travel | 900.00 |
| | $134,100.00 |
| Benefits | $ 30,978.00 |
| Equipment (Telephone, Typewriter, Copier) | $ 1,475.00 |
| Community Services | |
| 20 Parent Meetings @ $10.00/meeting | $ 200.00 |
| TOTAL: | $204,253.00 |

## NSE Title I Funds

The budget for the entire Title I program is $458,046, approximately $35,966 of which is for the NSE program, including the salary of the NSE director and two and one-half ESL teachers.

## District Funds

The New Brunswick Board of Education contributes approximately $298,000 to bilingual education activities through expenditures for teacher personnel and for materials and supplies for the upper grade bilingual program.

## III. PROGRAM METHODOLOGY

(In determining the language ability of limited English-speaking students)

The New Brunswick bilingual education program has developed two instruments to determine the language ability of its limited English-speakers. First, the students take the Language Proficiency Test to determine placement in the program. Then, based on the LPT scores, they are placed at the appropriate level of the ongoing assessment system of ESL units. These two assessment instruments are described below:

### Language Proficiency Test

A teacher in New Brunswick, in conjunction with various specialists in ESL and testing, developed the Language Proficiency Test two years ago in order to measure three linguistic skills: vocabulary, pronunciation, and syntax. Scores on the test are used to determine initial placement of students in the Title VII and Title I classes, and to test their progress at the end of each school year. The test, which takes five minutes to administer, has not been cross-validated with any standardized measures of language ability. The test has five parts:

#### I. Oral Comprehension

The first portion of the oral comprehension section measures understanding of oral sentence structure. The teacher gives five oral commands to the student (e.g., stand up, touch your nose, give me a red crayon). Each correct behavior response receives four points. Hesitation in response, which may indicate uncertainty or a translating process, lowers the score to three points. An incorrect response which demonstrates that the structure of the command is understood, although the vocabulary item may be unknown, scores one point. Repeating the command, speaking in Spanish, or not answering scores no points.

The second portion of the Oral Comprehension section measures recognition of structures and vocabulary items. The child is shown a set of three pictures and, on oral cue, points to the correct picture. For example, given three pictures (of a nurse, ballerina, and teacher) the child responds to the cue, "Which girl is dancing?" by pointing to the ballerina. There are ten items scored by the same method as the first section.

## II. Oral Production

In this section, the student repeats the words after the examiner. Ten "minimal pairs" are given to determine points of interference between the native language and English; such as (sh-ch), (d-th), (initial s-initial z), (ck-g), (b-v), and (f-v). Four points are given for the correct response, one point for an approximation of the correct answer, and no points are given for the wrong word or no response.

## III. Oral Comprehension and Response

This section measures the student's understanding of the structure of a question as well as the grammatical composition of the student's oral response. The student responds to ten general information questions of increasing difficulty, such as "What is your name?" "How old are you?" and "What do you like to eat for lunch?" Four points are given for a correct response with no hesitation, three points for hesitation and a correct answer, and no points for an incorrect answer.

## IV. Oral Response and Fluency

In this section the student responds orally to questions about pictures. For example, when shown a picutre of a book on a table, the child is asked, "Where is the book?" Again a correct answer receives four points, an incorrect answer which indicates comprehension of the question scores one point, and a non-English response or no response scores no points.

## V. Use of Syntax Orally -- Comprehension

In this section, the student listens to stories with pictures, and then answers five questions about the story. Scoring is the same as in Section IV. The student then retells the story in his/her own words, and is rated according to content, correct word order, use of tense, intelligibility, and fluency. For each category he/she receives four points for a completely adequate response, three points for few errors, one point for numerous errors, and no points for not answering. Based on the child's total score, he/she is identified as being on one of the language levels shown in Table 4.

Table 4

NINE LANGUAGE APPRAISAL LEVELS

Advanced Level 135-165

1. Uses English with native accuracy and fluency (minimal accent allowable).
2. Uses English spontaneously and accurately. May have slight accent and slight hesitancy.
3. Has basic structures of English under control but makes occasional grammatical errors.

Intermediate Level 100-134

4. Usually used English sentence patterns spontaneously but makes frequent grammatical errors.
5. Able to use more complex sentence patterns, relies less on translation.
6. Able to speak in some English sentence patterns. Relies heavily on translation.

Beginning Level 0-99

7. Speaks English only in stereotyped situations.
8. Knows isolated words but uses few sentences.
9. Speaks and understands no English (except self-identification, name, date, address, etc.).

## ESL Units

On the basis of the level attained on the Language Proficiency Test, the child is placed at one of the four levels of the ESL curriculum, which provide an ongoing diagnosis and evaluation of pupil progress. The ESL curriculum was developed by the same teacher who developed the Language Proficiency Test. It complies with the New Brunswick educational reform policy which mandates teaching which utilizes pre- and posttesting results for learning objectives.

The ESL units are based largely on the sequences found in English Around the World, the Miami Linguistic Series, the Region One Curriculum Kit (H-200), and English This Way. There are seven units, each taking four to five weeks. A total of 28 units over a four-year period repeat the same seven topics each year with more complicated syntax and more advanced vocabularly. A student who scores from 0 to 99 on the Language Proficiency Test would be placed in Unit I; a child who scored from 100 to 134 would begin in Unit VII, which gives more difficult transformations and grammatical usage; from 135 to 165 would begin on Unit XV; and a child scoring above 165, but still in need of ESL instruction, would begin on Unit XXII.

Each unit begins with the basic content and three to seven learning objectives, stated in behavorial terms. An outline of the subject matter is also given to indicate what structures and/or vocabulary are necessary to attain the objectives. The pre- and posttest for each objective is at the end of the unit, along with a scoring sheet.

## IV. EVALUATION

### History Of Formal Evaluations

The field of testing language ability for bilingual education programs is very much in its infancy. Language testing has not been highly refined, partly because language proficiency is a "complex of skills of different kinds; each skill has a number of different aspects and is dependent on knowledge of a facility in manipulating a multiplicity of small elements which are closely interrelated in actual language use."

### Summary Of Past Formal Evaluations

The instruments developed in New Brunswick to measure the language ability of the limited English-speaking students have not been formally evaluated. However, the results of the LPT and ESL unit tests have been found to correlate with teachers' observation of the students' progress, with some exceptions.

#### Language Proficiency Test

The New Brunswick School District developed the Language Proficiency Test to meet its own needs. It is not a standardized test and has not been formally evaluated. The test provides information on English language proficiency in listening and speaking skills by measuring the student's capacity to understand and produce language. When used as a posttest, it also measures the relative progress of a student. Although the results of the Language Proficiency Test can be used for grouping students according to ability, the New Brunswick School District groups them by grade level for ESL instruction.

#### ESL Units

The ESL diagnostic and evaluative system measures specific skills as defined in the learning objectives. The system indicates to the teacher whether the student needs further review or is ready to move to a higher level.

### Study Team Observations

Interviews with principals and teachers about the Language Proficiency Test and the ESL units yielded several interesting observations. They generally agree that the LPT is helpful and correlates with the teachers' observations of students' progress. However, one ESL teacher thought that the scoring of the LPT relies too heavily on the tester's subjective judgement. One teacher also felt that penalizing a child for hesitation may be unfair to those children who are simply very careful about how they answer. The interviews also revealed that the teachers find the quantity of testing, scoring, and record-keeping difficult to keep up with. One teacher also indicated that the ESL units are not always logically sequenced or linked to each other. Also, at this time, there is no mechanism (such as workshops) through which the ESL teachers can modify any inappropriate parts of the units.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

### Findings and Conclusions as to Noteworthy Status

This project was nominated as being noteworthy in the area of development of a valid language ability measure for limited English-speaking students. As discussed previously, the language assessment system has two basic parts: the Language Proficiency Test (LPT) for initial language evaluation and the English as a Second Language (ESL) series, both of which incorporate an ongoing diagnostic and evaluative system. These two instruments appear to be successful in meeting the needs of New Brunswick and may be transferable to other programs, with modifications to meet particular needs.

### Recommendations

Although the two locally developed instruments for determining language ability appear to be valid, some aspects should be examined for possible modification or clarification of content and/or instructions to the teacher. One possible mechanism for review and modification would be teacher workshops where the users of the instruments could discuss their questions and recommendations.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## STATE OF NEW MEXICO

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# STATE OF NEW MEXICO

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

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## I. PROGRAM OVERVIEW

### Criterion Under Which The Program Was Nominated

The Bilingual Bicultural Teacher Training Program sponsored by the New Mexico State Department of Education was nominated for review for outstanding achievement because it is:

> "a program/project that appears to have benefited from technical assistance activities coordinated by the SEA, or to otherwise have benefited from high quality leadership capabilities exercised by the SEA."

The state education agency adopted a bilingual education teacher training component to increase teachers' competence in language, culture, and teaching methodology. Hence, three regional teacher training facilities have been established in New Mexico:

- Armijo Bilingual Demonstration Teacher Training Center located in West Las Vegas;
- Deming Bilingual Bicultural Teacher Training Center located in Deming; and
- the Bilingual Bicultural Demonstration and Teacher Training Center located in Roswell.

By the 1975-76 academic year, the State Department of Education had trained more than 600 teachers and aides at these three facilities.

All three teacher training projects are funded with state bilingual education funds. Local education agencies provide the facilities and pupils for the trainees' practice teaching experiences. The centers are strategically located for the state in order to provide intensive teacher training to those school districts establishing bilingual bicultural programs pursuant to legislative mandate. The Division of Bilingual Education, through its Bilingual Teacher Training Unit, has assumed the leadership of bilingual education in the state and its staff has achieved substantial success in establishing and developing the training centers.

Overview Of Past Evaluation And Their Findings

The SEA bilingual teacher training unit conducts field evaluations consisting of one to two day visits to the training centers to observe instructors and to interview staff and participants. The Development Associates' study team visit to the three training centers coincided with the SEA's own field evaluation visits, so the study team was present for the SEA team's exit interviews at the facilities. The SEA evaluators summed up their impressions of the training centers in a positive way and seemed satisfied with their findings and conclusions. Although there is no history of past formal evaluations of the activities of the Roswell bilingual teacher training center, the Armijo and Deming Centers have been the subject of various studies and evaluations, including study of the Armijo Center conducted by the Horace Mann Lincoln Institute, of Columbia University Teachers College, which praised its activities. Both the Armijo and Deming Centers have received national awards for their innovative bilingual education demonstration programs. Internal assessments of the training, as it relates to the expectations and needs of the teachers and aides, provide the basis for refinements in the training process.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

The three bilingual teacher training units are located in the cities of Las Vegas, Roswell, and Deming, New Mexico. Las Vegas is the county seat of San Miguel County 60 miles east of Sante Fe, the state capital; Roswell is the county seat of Chavez County, in the southeastern part of the state; and Deming is located in the southwestern part of the state, making the training center readily accessible to participants from all corners of the state.

Las Vegas has a population of 14,000 with the following racial/ethnic breakdown: Hispanic, 70 percent; Caucasian, 28 percent; Black, one percent; and American Indian, one percent. Roswell has a population of approximately 42,000 with a racial/ethnic composition of 61 percent Caucasian, 35 percent Hispanic, three percent Black, and about one percent American Indian. Deming's population of 10,000 is comprised of approximately 52 percent Mexican Americans and 48 percent Anglos, with very few Blacks. All three areas are considered to be economically depressed, with high unemployment and under-employment rates which underscore their limited economic opportunities. These areas of New Mexico rely primarily on agriculture and some mining, with small economic rewards.

Historically, Las Vegas is one of the oldest settled communities in New Mexico, with many of the Spanish families having lived there since long before New Mexico statehood. Las Vegas has severe economic problems, with over 65 percent of the population falling below the HEW's poverty line definition. The city has no real economic base. From World War II until 1962, a large U.S. Air Force base in Roswell contributed substantially to that city's economy. However, when the base was closed in 1962, Roswell was thrown into economic havoc; its population dwindling from 45,000 to 25,000 almost overnight as people left the area in search of jobs. Deming's population is 10 percent unemployed, the primary economic base being only limited agriculture and mining.

### History Of the Program's Needs Assessment

The Division of Bilingual Education of the New Mexico State Department of Education has continuously assessed the need for inservice training of teachers and teacher aides in bilingual bicultural education. The state legislature recognized the need for bilingual education in New Mexico in the mid 1960's. The establishment of the teacher training network in 1970 was a particularly important step in developing that program.

In 1970, the state bilingual education coordinator received a three-year grant from USOE to take 300 teachers to the University of Guadalajara, Mexico, each summer for three summers for intensive "emergency" training (under the Education Profession Development Act). The coordinator followed this up with inservice training at the home schools. Concurrently, the state bilingual teacher training component was begun with the one center in Las Vegas (Armijo) and was then joined by the previously Title I - funded Silver City project, which was expanded to include teacher training in 1971. In 1973, the facility was moved to Deming, New Mexico, and the Pecos demonstration center in Roswell was added to the network. The teacher training component of the bilingual program grew from the expressed need of the LEAs when they discovered that their bilingual teacher training needs were not being met by established teacher training institutions.

Each of the three teacher training centers is located within an existing LEA, and operates in conjunction with LEA bilingual programs. Thus, each center is able to utilize in its training actual bilingual classrooms and technical resources.

## Description Of The School Systems In Which The Program Operates

The following is a description of each of the three school districts:

### West Las Vegas School System

The West Las Vegas School District consists of 12 schools -- nine elementary, one junior high, one high school, and one kindergarten, with a total enrollment of 2,780 students. The current school budget is $3,500,000. The school enrollment is estimated to be nearly 98 percent Hispanic, with 30 percent speaking Spanish at home. The West Las Vegas Bilingual School Program includes preschool through sixth grade.

### Roswell School System

The Roswell Public School System administers an annual budget of $12,200,000 to 21 schools; 15 elementary, four middle, and two high schools with a cumulative enrollment of about 9,800; $700,000 of the budget is derived from federal Title I funds.

Thirty-five percent of the total school population is Hispanic; the home language distribution is 87 percent English and 13 percent Spanish. Five of Roswell's 15 elementary schools participate in the bilingual program, with 312 students in the first through third grade. Ninety-four percent of these children are of Hispanic background and 80 percent speak Spanish at home. Roswell's bilingual education program actually began in 1969 when the school received several bilingual aides from a Title VII teacher training program in Artesia, New Mexico. Roswell subsequently received a Title III grant for 1972-73 and developed its own bilingual student program and bilingual teacher training and demonstration center.

### Deming School System

There are nine schools in the Deming school system: one high school, one junior high, and seven elementary schools. The total enrollment of the LEA is 3,714 (K-12) and it operates with an annual budget of $4,310,304.

## Program Primary And Secondary Objectives

Although the specific order of priority of the following objectives varies from center to center, the bilingual teacher training unit of the New Mexico State Department of Education seeks to promote:

- awareness of the importance of the child's self-image;
- awareness of the importance of teacher attitude and the body messages that project the attitude;
- awareness of the importance of facilitating cognitive learning by dealing with the emotions and feelings of the child;
- Spanish language experiences as appropriate to the classroom ESL (English as a Second Language) training;
- knowledge of methodology and techniques to involve the child in learning concepts and thinking skills;
- awareness and experiences of cultural differences;
- awareness of Indo-Hispanic cultural heritage with emphasis on the fine arts;
- training in public relations especially in parental participation;
- expertise in testing; and
- training in curriculum models.

According to the director of the Deming Center:

> If we were in Mexico City the first objective would be properly placed first, because for the upper class bilingual education is primarily a language experience. But for minority children in the U.S. bilingual education has more to do with removing psychological blocks to learning and convincing the child that his roots (family and language mainly) are all right and that he/she is all right. Therefore, the language experience itself is not listed first.

Relationship Of The Program To The School Systems

The state sponsored teacher training centers at each of the three sites are linked administratively to their respective LEAs for budgetary purposes. The autonomy of the project directors allows them to coordinate their activities with the local principals for the use of actual bilingual classrooms and technical facilities for training. Since the centers are funded directly by the state and extend training services to the state as a whole, they may be thought of as regional arms of the SEA. At the same time, each of the centers has been set up so that the local school superintendent also has some administrative authority over the center. This authority varies with each training center. However, in all instances, the centers' yearly budgets are submitted through the LEA superintendents to the SEA.

Personnel Involved

The following personnel are involved in the three training centers:

Las Vegas Training Center (Armijo)

The staff of the Armijo, Las Vegas Center consists of the director, teacher trainer, and Spanish specialist, plus a secretary. They train Armijo's own teachers and aides, as well as those from other schools.

The Project Director performs two roles, as principal of the Armijo Elementary School and Project Director of the Armijo training center. He also acts as bilingual consultant to other schools in the LEA upon request. He has a Masters degree in school administration and instructional technology. A native of the area, he has been with the LEA for ten years -- five as administrator of the bilingual teacher training center. The Director reports to the LEA Superintendent as Principal of the Armijo Elementary School and reports to the SEA Director of the bilingual teacher training unit.

The Teacher Trainer and Spanish Specialist both were educated in the U.S. and Mexico and are natives of Mexico. The Teacher Trainer's function is to conduct onsite teacher training and to travel to the schools in the LEAs to reinforce methodology, provide onsite assistance in areas which the LEA feels they need help, as well as to train participants at the regional center.

The Spanish Specialist teacher provides reinforcement training in bilingual education from a practical standpoint, and coordinates activities with the teacher to avoid overlapping.

There are two teachers for each of the first, second, third, and fourth grades, and one fifth grade teacher. Two teacher aides are also available for the first and second grades, and one each for the third, fourth, and fifth grades. All teachers are state certified, and all have participated in the bilingual teacher training programs. Aides in the Armijo project are all high school graduates.

## Roswell Training Center Personnel

The personnel of the Roswell program consists of a full-time director, one teacher trainer, and a secretary.

The Project Director is both Director of the Roswell School District bilingual bicultural project and Director of the state funded bilingual teacher training center. A native of New Mexico, she holds an MA in elementary and bilingual education from the University of New Mexico. Her 15 years of educational experience include the last three years as Director of the Roswell bilingual project. She is bilingual and bicultural in Spanish and English.

The Teacher Trainer reports directly to the Project Director and conducts most of the actual teacher training sessions. He is New Mexican born and holds an MA in educational administration and secondary education and a BA in Spanish from the University of New Mexico. After more than 30 years in education, as a teacher, a district superintendent, an educational consultant to Indian schools, and a director of an American school in Mexico, he has been a teacher trainer in the Roswell project for the last three years. He is bilingual and bicultural in Spanish and English.

There are ten bilingual bicultural teachers, certified in elementary education, in the Roswell project. The 13 bilingual bicultural aides are all high school graduates. In addition, all of the teachers and aides have participated in the bilingual teacher training center program.

## Deming Training Center Personnel

The personnel of the Deming bilingual bicultural teacher training center consist of a project director, three instructional personnel, two teacher aides, and one secretary, all of whom are bilingual and bicultural.

The Project Director has a Masters degree, however, she has worked out the methodology and techniques of bilingual bicultural education on her own. The director has lectured at universities in 15 states, Canada, Mexico, and South America. She is a native New Mexican and an activist who has fought to provide Mexican American and American Indian children with "opportunities to succeed in the majority culture while continuing to enjoy their own culture."

The Science Teacher Trainer, who has been in the program approximately five years, has a Master's degree from New Mexico Highlands University in bilingual education.

The ESL (English as a Second Language) teacher trainer has been in the program for three years and has a bachelor's degree. He teaches "how to tach ESL through the use of television, tape, and audio visual equipment," and is an elementary ESL teacher at the Martin Elementary School.

The third bilingual teacher trainer has an MA from the University of New Mexico, and has approximately five years experience in the area of bilingual education.

## Program Budget/Resources

Until 1976, the cost of operating the three teacher training centers in New Mexico was covered almost entirely by state funds. These costs included direct costs for running the centers, such as salaries and benefits for center staff; materials, supplies, and staff travel; participant costs for transportation between each LEA and the teacher training center, per diem costs of the participants at the center; and the cost of a substitute teacher for the week that the participant teacher is in training.

However, in May 1976, the state bilingual teacher training unit director issued a memorandum describing reductions in the resources available. Funds would no longer be available for travel costs, per diem, and substitutes, requiring the local LEAs to provide for these costs. For the year 1976-77, the state would serve 60 individuals at training sessions of two weeks duration -- one week in the fall, and one week in the spring -- and onsite visits for evaluation and further feedback regarding unmet needs. Emphasis was to be given to those individuals with no previous training in bilingual bicultural education.

### Las Vegas

The new budget for West Las Vegas Teacher Training Center is $70,000 for the 1976-77 school year; consisting of the salaries for the director, $14,972; teachers (2) $27,047; teacher aides (2) $9,783; secretary $6,684; total salaries are $59,486. Total employee benefits equal $9,820 and support travel is $694, for a total budget of $70,000.

### Roswell

The cost for the training program in Roswell differs slightly from Las Vegas in that it allocates $10,000 for reimbursement of out-of-district participants. The SEA-appropriated funds for the Roswell training cover salaries of the director, $18,436; teacher trainers (2), $25,000; and secretary, $4,450. Employee benefits are $6,504; supplies, $1,110; and travel allowance, $3,000 for a subtotal of $58,500. Including the reimbursements to out-of-district participants ($10,000), the total budget is $68.500.

### Deming

The Deming Teacher Training Center receives funds from the state education agency to provide teacher trainer and other staff salaries; to pay the salaries for substitute teachers for teachers attending training; and for the miscellaneous expenses of conducting weekly inservice training for teachers and teacher aides of the LEA in the area of bilingual education. The supporting funds for the teacher center, all from the SEA, total $72,016 for the 1975-76 year.

The $72,016 also provides services for children and many high schools, Job Corps trainees, university students from New Mexico Western University and New Mexico State University personnel of community projects, in-service for local (Deming) teachers, as well as materials for many bilingual programs throughout the state.

## Location And Characteristics Of Facilities

The Armijo Bilingual Demonstration Teacher Training Center (Las Vegas) is located in the northern part of the State of New Mexico and services the school districts in that part of the state. The facility, the property of the West Las Vegas Public School System, is a free standing building which houses both the teacher training facility and elementary school for grades one through five. It is of modern design using an open classroom teaching setting and includes large meeting facilities.

The Roswell bilingual teacher training facility is located in the classrooms of the Pecos Elementary School. It shares space with the regular elementary school and some of the classrooms have been converted to training facilities equipped for videotaping teacher training sessions.

The Deming Teacher Training Center is in a relatively poor area of the city; but the facilities are modern and adequate, consisting of two buildings separate from the main elementary school building.

## III. PROGRAM METHODOLOGY

The State Department of Education, Division of Bilingual Education, established the three bilingual bicultural teacher training centers to provide training to teachers engaged in the area of bilingual bicultural education in the State of New Mexico. The basic design for each of the three training centers follows that which was developed by the SEA bilingual teacher training unit director. The basic concept consists of bringing participants into one of the centers for a week of training in the fall. This is followed shortly thereafter by a field visit by center staff who observe and evaluate the participants in their own classrooms.

The second week's training session at the center in the spring is followed by a second field visit. Beyond this basic format, each of the three training centers is free to develop and carry out its own curriculum and training techniques. While adhering to the primary objective to accelerate the inservice training of teachers already in the field of bilingual bicultural education, trainees are provided an opportunity to observe experienced teacher trainers working with students in a classroom setting and also to teach in a bilingual bicultural setting.

The SEA bilingual teacher training unit's objectives for standard teacher training methods are described above, under "Program Objectives." Teachers and aides are trained in (a) writing skills and non-English languages of the population to be served; (b) reading skills in non-English languages as applicable to the population; (c) provide inservice training for teachers and aides on literacy skills and non-English languages of the population to be served; and (d) provide inservice training to teachers and aides on the use of English as a second language materials and teaching strategies to accelerate acquisition of basic skills by children. In addition, the Deming Center emphasizes two other training areas: (1) provide training in body language, verbal reinforcement, involving the child, and affective exercises; and (2) provide training in Indo-Hispanic history and fine arts.

### Activities, Services, And Components To Carry Out Objectives

The three bilingual teacher training centers are designed to serve the bilingual teacher training needs for the entire State of New Mexico. Theoretically, each serves about a third of the state LEAs. Actually, the Las Vegas teacher training center, because of its larger facilities and larger budget, has been able to accommodate considerably more participants than the other two centers. Under the direction, coordination, and leadership of the Bilingual Education Division of the SEA, the teacher training centers carry out the following activities, services, and components to carry out their common objectives.

In May 1976, for example, the state coordinator issued a memorandum with respect to the selection criteria for training participants for the year 1976-77. The memo also requested the submission of the names of teacher aides and administrators whom the LEA superintendents wished to participate in the training at the centers. Preference was given to those individuals who had not had any training.

Selection of the most suitable applicants is now the joint responsibility of the SEA director of bilingual teacher training and the individual directors of the three teacher training centers, based first on the needs of the applicants and then on the needs of the LEAs, which the participants represent. The selection process normally takes one to two days, after which the SEA director notifies the LEAs concerned concerning the final selection of the trainee participants.

Participants are scheduled and supervised in the observation of bilingual classrooms, and then supervised in a practicum experience wherein each trainee actually teaches a unit in a bilingual classroom. The trainees share materials which have been used effectively and successfully in their home schools and are made aware of other materials available to them. Teacher trainers assist each trainee and also make general recommendations for improvements in local programs. They provide technical assistance to LEAs in how to start and maintain good bilingual programs. On request, teacher trainers will provide further inservice training to the participants if necessary. The teacher trainer will also provide, upon request, inservice training for teachers who speak only English so they will better understand and appreciate the bilingual programs and inservice ESL training in the home district for teacher aides and English speaking monolingual teachers of migrant children. Each of the teacher training facilities evaluates participating bilingual programs as required by the State Department of Education, thus, assisting the Department because of a shortage of trained personnel at the state level.

At the present time, there is no arrangement by which participating teachers and aides may be granted academic credit for their training time at a degree granting institution. This continues to be a subject of concern of both the bilingual teacher training staffs and participants. The SEA presently grants three hours of credit towards state recertification for teachers who have successfully completed the teacher training.

## Relationship Of Activities And Services To The Desired Objectives

The SEA bilingual teacher training unit described its functions as follows:

- to promote teacher training centers by encouraging LEAs to use the facilities and services and also to promote the concept and service to non-bilingual educators and others within the state;

- to develop financial backing to the center primarily by working with and convincing state legislators committees, and individuals of the worth and contributions of the centers; and

- coordination of the centers to assure that they serve the state as a whole without overlapping.

The three bilingual teacher training centers are designed to serve the needs of all 88 LEAs in the state. Specifically, the SEA has assisted the teacher training centers in the areas of needs assessment, program/project planning, administration, management, materials for teacher training, and evaluation techniques. It coordinates the planning, administration, and management at the teacher training centers as well as coordinating, with the various LEAs throughout the state, the scheduling of onsite teacher training. The SEA through its bilingual education unit, also has qualified people available to provide technical assistance services to the three teacher training centers.

## Methods, Materials, And Techniques Used

The basic format the SEA has created for the teacher training program is followed by all three teacher training centers. It consists of one week of training at the center in the fall and one week in the spring, each followed by an onsite visit to the participants' school by the center's teacher trainer. During the week-long sessions at the center, the trainers ascertain the needs of the participants and provide appropriate group and individual training activities. The centers have several live bilingual classrooms for demonstration and observation purposes.

The training staff monitors participant progress during the training week, followed by the teacher trainers onsite visit, normally within two to three weeks. The site visits allow the trainer to evaluate the participants' classroom performance in relation to the training sessions and to reinforce those objectives which the teacher trainer feels are appropriate. The second week session includes additional materials and techniques as well as review and reinforcement of past training, followed by the second onsite visit. In addition, final evaluation is made concluding the training. However, a teacher may participate, by request, in a training cycle for a second time and several participants have done so.

The SEA holds conferences for bilingual education project directors and teachers at least four times a year. The instructional division of the SEA sets up the agenda and notifies the centers. In addition, the state education agency conducts statewide assessments of project participants needs in order to schedule appropriate activities and/or services at the teacher training center.

## Activity And/Or Services Schedules

In addition to the previously described teacher training activities, the teacher training staff, under the direction of the SEA bilingual teacher training unit, may specifically tailor training to any LEA special needs (e.g., teaching techniques, use of materials, bilingual curriculum development, and other bilingual program concerns).

## IV. EVALUATION

### History Of Past Formal Evaluations

The bilingual bicultural teacher training center in Las Vegas has been evaluated previously but there is no history of past formal evaluations of the activities of the training centers in Roswell or Deming. There is, however, an ongoing informal evaluation process in each center which constantly provides for revision of activities.

Because the study team visit to each of the teacher training centers coincided with the SEA's own field evaluation visit, the study team had the opportunity to observe the SEA's evaluation process, which consisted of gathering basic data about the participants and discussing the center's approach, its progress, problems, and plans for the future.

### Evaluation Of The Armijo (Las Vegas) Bilingual Eicultural Project

This project has been subjected to various studies and evaluations since its inception. The Horace Mann Lincoln Institute, Teachers College of Columbia University, prepared a study on the teacher training center in 1972. The report contained praise for the activities at this center for several reasons. The most important activity the report cited was the emphasis placed on instruction being conducted equally in Spanish and English, noting that the children in the project exhibited a high level of interest and involvement in learning activities. The report also pointed out that the project's culturally oriented curriculum contains flexible curriculum guides. The guides allow for effective open classroom grouping strategies, inservice training in open classrooms, and bilingual instruction techniques. The guides have also fostered the development of Spanish language materials written specifically for American Spanish-speaking children. The report praised teacher resourcefulness, dedication, and ability, and the project director's supervision and organization in effectively utilizing aides and staff. All aspects of the project were given positive evaluative comments.

In April 1973, this project was formally evaluated by a three member team from the Division of Bilingual Education of the State Department of Education. This evaluation, conducted on a formal basis and utilizing an instrument prepared for that purpose by the SEA staff, gave the project the highest possible ratings in all criteria, with the exception of student achievement (about which there was insufficient data). The SEA staff also indicated that the evaluation model was inadequate for the evaluation of the teacher training center objectives.

In November 1975, an SEA fact-finding mission, chaired by a high ranking official of the State Education Agency, reviewed the activities of all state teacher training centers to determine the cost of operation and the amount of funds which had been provided to the training centers by the SEA.

## Evaluation Of The Roswell Bilingual Teacher Training Center

This teacher training center program is evaluated in three ways:

- the center staff evaluates the before and after performance of teachers and teacher aide participants;
- the center formally collects feedback from each cycle of participants. Questions deal with the participants on assessments of the training as it relates to their personnel needs and expectations; and
- the SEA bilingual teacher training director and his staff makes one to two day visits to the training center to observe training instructors, to interview the center staff, and available participants about program quality.

The study team was unable to review the center's evaluative data because it had not been consolidated in a unified report. However, the team reviewed a number of letters from school superintendents and principals of participating LEAs. The letters were consistently positive about the program with regard to meeting district teachers' needs.

## Evaluation Of The Deming Teacher Training Center

As previously pointed out, evaluations have been made of the activities of the demonstration component of the Deming Center, if not the teacher training component itself. The center received the Pacesetter Award in Education in 1972, and was also chosen for a national replication study in that year. In 1973, it received the Western States Expo Award. In addition there are ongoing informal activities of this teacher training center, evaluations which constantly provide for revision of the activities of the center. Refinements are constantly made in the process of training teachers and teacher's aides in the area of bilingual education, specifically in comparative linguistics, ESL methodology, diagnostic skills in English, cross-cultural patterns, science, social studies, language arts, fine arts in the home language, the history of the Spanish-speaking people and the psychology of learning and effective programming.

The rationale behind a constant assessment process is to assure that the money budgeted by the State Legislature for Bilingual Bicultural Education is used for the appropriate teacher training. The philosophy of the Deming Bilingual Bicultural Training Center is based on the concept that changes and improvements in teaching techniques, awareness of differences in learning styles, and self-confidence will come only when good teaching habits are established.

## The Evaluation Design

An informal mechanism exists for evaluating the objectives of each of the bilingual teacher training projects. None of these provide scientific analysis, since findings are measured by comments on evaluation sheets provided to the participants the last day of training. This process assumes that daily testing on lessons assigned to the trainees will measure their improvement. All trainees attending workshops are given evaluation forms which they return unsigned. Feedback from the training participants and LEAs serves as another measure of the success of the training programs.

SEA evaluation teams have recommended that the three bilingual training centers continue and that funding for the centers continue to be a joint venture between the participating schools and the State of New Mexico. The SEA evaluation teams also pointed out that the school districts where the centers are located receive valuable services at nominal expense. The SEA evaluators asserted that the close coordination of the programs insures that the State of New Mexico is receiving fair dollar value for its investment in bilingual bicultural education.

## Summary Of Study Team's Observations and Findings

The study team was impressed with both the SEA bilingual teacher training unit staff and the directors and trainers at each of the three facilities. Their demonstration and training techniques appeared particularly strong. This observation was supported by interviews with the teacher and teacher aide trainees at the centers. These participants responded enthusiastically citing improvements in classroom skills and increased self-confidence among the benefits acquired.

The study team had an opportunity to interview each of the teacher training center directors and staff, as well as the SEA director and his staff about their relationships and communication practices. Each separately expressed complete confidence in, and support for, the other and felt that their relationship was ideal. Later, when the study team observed teacher training center staff interacting with the SEA director, this close relationship was confirmed. It seems to be a product of three factors:

- personality and general attitude of the individual concerned;
- frequent and open communication between the center director and the SEA director and staff, usually by phone; and
- conscientious followup and follow-through on the part of the state director.

The SEA director has earned a reputation with all three center directors as a sympathetic and hard working person who consistently follows through on requests from the regional centers. He enjoys their total confidence and support.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

The leadership of the Bilingual Education Division of the State Department of Education is laudable. Under the direction and supervision of the bilingual teacher training unit of the New Mexico State Department of Education, each of the teacher training centers has developed a strong organizational plan and competent staff, who receives the full support of the state education agency and the LEAs. The project staffs of each center have been commended on many occasions by teacher trainees, LEAs, and education administrators.

By constantly monitoring their efforts, each of the projects is well on its way to meeting teacher training objectives in bilingual bicultural education. There is little doubt that the teacher training centers have made valuable contributions to teacher training efforts in New Mexico in the area of bilingual bicultural education.

Although the centers are administered by the local education agencies, they are, nevertheless, regional extensions of the state agency which provides technical assistance to the centers and coordinates the services provided by them. The relationship of the training centers to both the SEA and LEA is certainly a key factor in making the New Mexico training system work. The study team feels that the three teacher training projects in bilingual bicultural education deserve close examination by all states with similar training needs.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROJECT

# PHARR-SAN JUAN-ALAMO, TEXAS

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROJECT

# PHARR-SAN JUAN-ALAMO, TEXAS

A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Development Associates, Incorporated
1521 New Hampshire Avenue, N.W.
Washington, D.C. 20036

# I. PROJECT OVERVIEW

## Criterion Under Which Project Was Nominated

The Director of Bilingual Education of the Texas Education Agency (TEA) nominated the Pharr-San Juan-Alamo (PSJA) Bilingual Education Project as a noteworthy example of a project that

> "appears to have made effective use of innovative techniques or materials in its educational activities, including televised or computer assisted instruction or other media whose development was supported with federal funds."

The PSJA bilingual project began in 1968 as a Title VII pilot project designed to meet the needs of the Mexican American students who comprised over 90 percent of the total district enrollment. Today over 5,000 of the 12,000 students in the district participate in the bilingual program.

At the time the project began, no official training program for bilingual education existed in Texas. Project staff was recruited from among the local teachers, according to their personal commitment to the goals of bilingual education, creative approaches to classroom education, and their supervisory ability. The new staff first tried to locate useful materials but found only one curriculum unit that met the needs of a bilingual project. They then began to work with kindergarten, first and second grade teachers to develop workshops, games and projects (in both Spanish and English) to reinforce the basic curriculum. As one of the curriculum specialist noted, "If we needed to write, we wrote; if we needed to draw pictures, we drew pictures. We just did whatever needed to be done."

Recently the project has shifted its emphasis from developing materials for the classroom to developing materials for staff training, including videotapes of classroom activities and teaching techniques.

## Overview Of Past Evaluations And Their Findings

One general evaluation of the PSJA bilingual program was made in May 1975 when the TEA conducted a two-day site visit to the project. The TEA consultant was favorably impressed with the program and found it to be in compliance with all state guidelines. The state consultant made special note of the materials and techniques used in the program, citing several strong points in the program including: 1) the variety of instructional materials; 2) the conscious effort made by teachers and aides to include activities in the curriculum which integrated both the cultural and linguistic components; 3) the widespread use of bilingual instructional materials by teachers and students; and 4) the positive attitudes exhibited toward bilingual education by children at all grade levels.

## II. GENERAL PROJECT DESCRIPTION

### Population Served

The Pharr-San Juan-Alamo School District is made up of three towns in the Rio Grande Valley in the southernmost tip of Texas, an area dominated both numerically and culturally by Mexican Americans. According to the ESEA Title VII survey of 1968, more than 90 percent of the PSJA school district enrollment is Mexican American as compared with a 20 percent average statewide. In the 1975-76 proposal for continued ESEA Title VII funds, the district notes that approximately 50 percent of its students have been identified as educationally disadvantaged (at least one year below grade level in achievement). Also, over 50 percent of the students are from low income families; 30 percent are migrants. According to the superintendent, 70 percent of the students in the district qualify for free lunches.

### History Of The Project's Needs Assessment

The basic assessment of long range needs has not changed significantly since the program began, as the number of Spanish-speaking children in the district has remained fairly constant. The 1975-76 project proposal states the target population's needs as follows:

> "Spanish-speaking Mexican American learners have set a set of basic language needs which require sequential attention to the development of the two language system ...... They have special needs for conceptual development in the academic content area -- science, mathematics, and social studies. The learning skill and a concept in the academic area of curriculum poses the need for beginning with the known and stronger language and proceeding to the unknown and weaker language ... Attaining success in the area of academic content courses, then, is a basic and essential need of all children.
>
> Children whose cultural background of experience is not that of the dominant Anglo culture, and who do not recognize themselves in the curriculum context of the conventional school have special needs. The feeling of worth and belonging which is a result of participating in a valued culture is a most crucial need affecting mental health... Fostering a positive self-concept and a proud sense of cultural awareness are psychological needs which are fundamental to the success of any learning environment."

## The Pharr-San Juan-Alamo School System

The school district has a total of 12,000 students on 16 campuses. There are 13 elementary schools (K-5), two middle schools (6-8), and one high school. Of the 5,127 students enrolled in grades K-6, 4,802 have been identified as limited English speakers. According to the 1975-76 proposal, 85 to 90 percent of the teachers, administrative staff, and superintendent of schools are Mexican Americans who are socially bilingual and bicultural.

## Project Objectives

The objectives of the program are stated in terms of the following instructional and programmatic goals for kindergarten through sixth grade:

### Programmatic Goals

- to provide staff development;
- to develop new curriculum and instruction models;
- to involve the community as a source of context;
- to design innovative instructional materials; and
- to establish a relevant evaluation system.

### Instructional Goals

- to develop facility in two languages;
- to foster conceptual development;
- to enhance the self-concept;
- to acquire social arts skills; and
- to promote cultural awareness.

(1975-1976 Proposal).

In general, the stated academic objective is for 70-75 percent of the students at each grade level to achieve an average of 70-75 percent correct answers on achievement tests in English, Spanish, Reading, and Bicultural Heritage.

## Relationship Of The Project To The School System

The bilingual education project is an integral part of the curriculum at all 13 elementary schools because of the large percentage of limited English-speaking students in the school system. All children participate through the third grade. In prekindergarten (for migrants only) and kindergarten, teaching is almost entirely in Spanish with a minimum of 45 minutes per day devoted to ESL (English as a Second Language) instruction. In the first semester of first grade, students divide their time equally between instruction in Spanish and English. By the second semester most instruction is provided in English, with at least 45 minutes per day of formal Spanish instruction. This format continues through the second and third grades and is then reduced to only a bicultural social studies curriculum in Spanish two or three times a week through the sixth grade. This format varies, however, according to the teachers' assessment of their students' needs. While some strive to use only English, others use Spanish frequently to explain English lessons at all grade levels.

## Administration

The school district is organized in a way that allows the director of bilingual education substantial latitude in administering the project. The director officially reports to the assistant superintendent of schools but also communicates directly with the superintendent and all program staff (see organizational chart on following page). The superintendent is a strong supporter of bilingual education, as is the board of education. In fact, the superintendent speculated that the bilingual program would continue, with some administrative modifications, even if federal funding were withdrawn.

All of the school principals favor bilingual education, although with varying degrees of enthusiasm, according to the superintendent and the project director. Even though the bilingual staff is housed in a separate office building, training programs, workshops, and all other activities sponsored by the bilingual program take place in regular classrooms and school facilities.

## Sources Of Supporting Funds

The program is funded by a combination of federal, state, and local funds. The breakdown of the program's sources of funds is as follows:

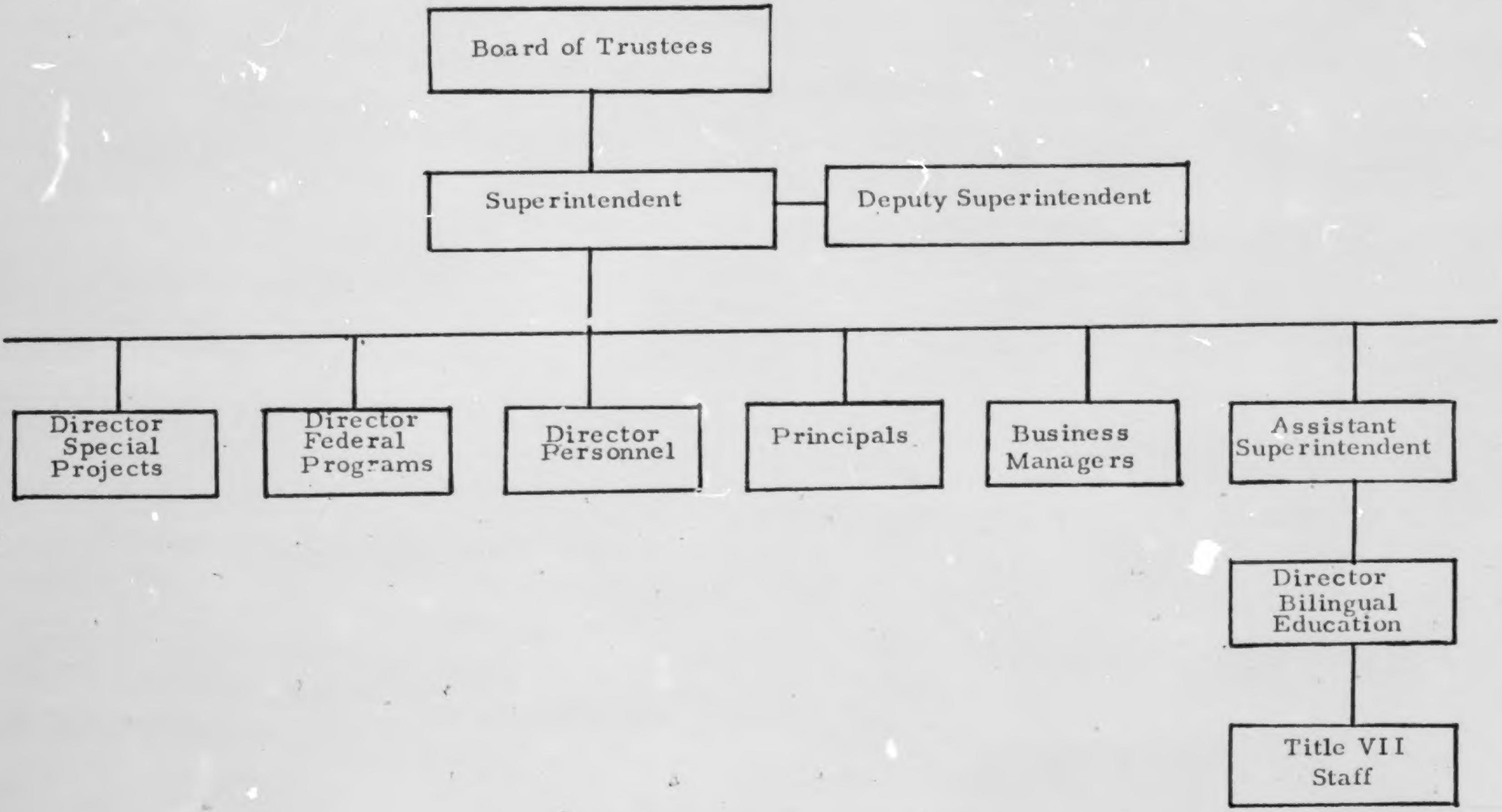
| | | |
|---|---|---|
| ESEA Title VII | $ 298,017 | |
| ESEA Title I, Migrant | $ 4,358 | (preK only) |
| ESAA | $ 165,938 | |
| State Bilingual Education | $ 67,150 | (projected for 1976, based on 2,686 students at $25/pupil) |
| Local Education Funds | $1,245,000 | (teacher salaries) |

The basic budget for the PSJA bilingual project is in two parts (see Table 1 for details).

## MANAGEMENT

### Organizational Plan

The LEA organizational plan is set up so that the Title VII Bilingual Director has lines of communication open to him on all areas of fiscal and program responsibilities concerning Title VII in particular and bilingual education in general. See chart below.


Board of Trustees
Superintendent
Deputy Superintendent
Director Special Projects
Director Federal Programs
Director Personnel
Principals
Business Managers
Assistant Superintendent
Director Bilingual Education
Title VII Staff

## Project Personnel

The project staff, funded by ESEA by Title VII, consists of the director of bilingual education, a planner/evaluator, six teacher trainer/curriculum specialists, a community liaison agent, secretary and clerk. The instructional staff consists of 180 classroom teachers and 26 paraprofessional teacher aides to assist teachers with bilingual instruction. Additional aides are also hired through ESAA funds and ESEA basic and migrant funds. The responsibilities of the core project staff member are outlined below:

### Project Director

The project director is responsible for the overall administrative and supervisory responsibilities of the bilingual education program, including preparing reports and securing all necessary technical assistance.

### Internal Project Evaluator (IPE)

The evaluator is responsible for developing and implementing the program's evaluation design, including testing, and reporting all results.

### Teacher Trainers/Curriculum Specialists

The six Teacher-Trainer/Curriculum Specialists train and supervise the project's instructional staff. They identify and acquire curriculum and instructional materials for the bilingual project and are responsible for designing and developing curricular and instructional materials to implement the project.

### Community Liaison Agent

The liaison agent encourages parent participation in both classroom and advisory activities, and strives to promote better relations between parents and school personnel.

All bilingual education supervisory staff had been with the program for at least two years at the time of this study; the director for three years. The director and four of the six curriculum specialists hold master's degrees, although not in bilingual education specifically.

About 90 percent of the teachers are "socially" bilingual, but less than 20 percent actually majored or minored in Spanish in college and only 15 percent were endorsed in bilingual education by the state at the time of this study. Two of those teachers were among the first group of graduates of Pan American University's new Bicultural Studies program (begun in 1975) and the only bilingual bicultural training program in the vicinity; there were no such resources until then. Thirteen first grade teachers qualified for endorsement in bilingual education through joint LEA-SEA funding. Also, monolingual English-speaking teachers have attended summer institutes sponsored by the Regional Service Center and the Texas Education Agency to prepare them to work with Mexican American children.

## Project Budget and/or Resources

### ESEA Title VII Bilingual Budget Revision (75-76)

| Description | Approved Budget | Additions or Deletions | Proposed Amended Budget |
|---|---|---|---|
| Director's Salary | $ 16,108.00 | $+ 650.00 | $ 16,758.00 |
| Evaluator's Salary | 13,265.00 | + 840.00 | 14,105.00 |
| Curriculum Specialists Salary | 46,400.00 | + 1,320.00 | 47,720.00 |
| Community Agent's Salary | 5,000.00 | + 1,300.00 | 6,300.00 |
| Secretary's Salary | 5,720.00 | + 1,760.00 | 7,480.00 |
| Clerk Typist Salary | 4,000.00 | + 610.00 | 4,610.00 |
| Instructional Aides Salaries | 127,500.00 | + 8,180.00 | 135,680.00 |
| F.I.C.A. | 8,320.00 | + 693.00 | 9,013.00 |
| Workmen's Compensation | 654.00 | + 44.00 | 698.00 |
| Rent | 4,800.00 | -0- | 4,800.00 |
| Repairs & Upkeep of Equipment | 400.00 | -0- | 400.00 |
| Staff Training IHE/LEA | -0- | +25,000.00 | 25,000.00 |
| Staff Training, Other | 34,850.00 | -27,650.00 | 7,200.00 |
| Dissemination Costs | 1,200.00 | - 1,100.00 | 100.00 |
| Evaluation Materials | 500.00 | + 100.00 | 600.00 |
| Instruction Materials | 9,500.00 | - 4,500.00 | 5,000.00 |
| Office Supplies | 600.00 | -0- | 600.00 |
| Classroom Instruction Supplies | 5,000.00 | - 4,300.00 | 700.00 |
| Community Liaison Supplies | 400.00 | - 320.00 | 80.00 |
| Material Development Supplies | 1,000.00 | - 800.00 | 200.00 |
| Local Travel | 2,432.00 | -0- | 2,432.00 |
| Field Trips | 1,000.00 | - 1,000.00 | -0- |
| Out of Town Travel | 600.00 | - 400.00 | 200.00 |
| Director's Travel | 500.00 | - 100.00 | 400.00 |
| Per Diem Travel | 840.00 | - 327.00 | 513.00 |
| Tangible Property - Equipment | 1,420.00 | -0- | 1,420.00 |
|  | $292,039.00 |  | $292,039.00 |

### ESAA Bilingual Budget Revision (1975-76)

| Description | Approved Budget | Additions or Deletions | Proposed Amended Budget |
|---|---|---|---|
| Salary Clerk Typist | 4600.00 | -3950.00 | 650.00 |
| Supplies (postage, etc.) | 464.00 | -0- | 464.00 |
| Salary Curriculum Specialist | 11500.00 | + 183.00 | 11683.00 |
| Stipends (Teachers) | 7950.00 | -6810.00 | 1140.00 |
| Stipends (Aides) | 1500.00 | - 500.00 | 1000.00 |
| Supplies Inservice | 900.00 | - 400.00 | 500.00 |
| Fees, Consultant | 1100.00 | - 500.00 | 600.00 |
| Salary Bilingual Inst. Specialist | 61350.00 | - 900.00 | 60450.00 |
| Salary Instructional Aides | 63750.00 | +14710.00 | 78460.00 |
| FICA | 3998.00 | + 630.00 | 4628.00 |
| Workmen's Compensation | 424.00 | + 30.00 | 454.00 |
| Materials for Instruction | 5400.00 | -1400.00 | 4000.00 |
| Materials for Assessment | 250.00 | - 41.00 | 209.00 |
| Instructional Supplies | 600.00 | -0- | 600.00 |
| Travel | 352.00 | - 52.00 | 300.00 |
| Field Trips | 1000.00 | -1000.00 | -0- |
| Equipment and Furniture | 800.00 | -0- | 800.00 |
|  | 165,938.00 |  | 165,938.00 |

## III. PROJECT METHODOLOGY

(In the development of innovative techniques and materials whose development was supported with federal funds)

### Activities, Services, and Components and their Relationship to Effective Collaboration

When the PSJA bilingual education project began in 1969, over 90 percent of the school-age children in the district were found to be of limited English-speaking ability. At the outset the staff encountered a paucity of bilingual materials, especially any which actively involved the students in the bilingual process. To fill this gap, the staff began to develop entire curricular units, including games, riddles, and workbooks with a localized content to reinforce and supplement those few materials that were available. In other words, they used vocabulary "of the valley" and familiar illustrative examples, emphasizing the bicultural heritage of the children, in accordance with the project's philosophy of moving from the familiar to the unfamiliar, both linguistically and conceptually.

In the beginning teachers were not very enthusiastic about bilingual education. According to the curriculum specialist, the teachers were both afraid of delaying the student's learning in English, and concerned about the increased workload as a result of adding a new subject area. In response to these concerns, the bilingual staff did two things; first, they developed complete curriculum units . providing all materials needed to teach a particular subject, including lesson plans, workbooks, textbooks, games, even sample questions to ask the pupils. Providing these complete units helped to ease the transition of teachers to the bilingual curriculum with a minimum of anxiety. Second, the bilingual staff worked closely with the teachers at all times, consulting with them and helping them to develop new materials in the supportive atmosphere of inservice workshops.

Examples of locally developed materials include:

- A music curriculum was developed in a six-week summer workshop by the program planner/evaluator and six teachers. Local music groups playing regional songs were recorded on tape and the tapes used to illustrate music concepts. They then designed a social science and science curriculum unit using the subjects of the music and songs recorded.

- A Thanksgiving unit for third graders was developed to teach Spanish and English vocabulary. The outline developed for teacher's use includes unit objectives, materials, procedures, specific questions, a synonym game, and a story to illustrate varying terms for similar Thanksgiving concepts.
- For the second grade science program, the growth of plants is described in an illustrated story (in Spanish and English) about three familiar plants that grow in the Rio Grande Valley.
- A bicultural unit and workbook about Texas and the Rio Grande Valley for second and third graders, including local geography and history was also developed.
- Videotapes of local teachers are used for preservice and inservice teacher training to demonstrate materials and techniques at work in the classroom.
- A test of bicultural awareness and a science achievement test were developed by the project evaluator and adapted for use at each grade level in order to test knowledge gained from the locally developed materials.

In summary, the primary emphasis of the Pharr-San Juan-Alamo bilingual project has been to develop localized materials, both in order to build from the familiar to the unfamiliar and to enhance the self-concept of the children in the program. Much emphasis has also been placed on involving the teachers in the process of developing materials as part of their training. The practice of developing all materials by directly involving the teachers in the process was found useful, both to insure that the materials were relevant to classroom needs and to build the teachers' confidence and enthusiasm.

## IV. EVALUATION

### History of Past Formal Evaluations

The only evaluations of the project that have been conducted (other than the informal but favorable one conducted by the Texas Education Agency) have been the standard pre- and posttesting evaluations of the students each year. The test results reveal a general but not significant trend toward improvement in skill areas. English and Spanish oral competency, reading and math are measured by the Inter-American series of Guidance Testing Associates. The project developed its own tests for third grade bicultural and science curricula, but these have not been validated.

The bilingual project is currently part of an evaluation being conducted by the American Institutes for Research (AIR). No results are available yet, but one of the variables to be tested is "materials that are being piloted."

### Summary of Past Formal Evaluations for the Specific Criterion

There has been no evaluation of locally developed materials to determine whether or not they fulfill the stated objectives of the program to increase academic skills, cultural awareness, and the sense of self-worth of the Mexican American students.

### Summary of Study Team's Personal Observations and Findings

The study team found, as mentioned previously, virtually no formal evaluation of the effectiveness of the materials and techniques developed by the project staff. The evaluation being conducted currently by AIR hopefully will provide some direct measure of their effectiveness.

The lack of any measures of attitude and self-concept of the children, and other tests of non-academic change in the students is an issue, since the social and personal changes are considered to be important results of the bilingual project. The Texas Educational Agency representative was impressed with the positive attitudes of the children in the program, but they have not been objectively measured. More extensive testing would be possible only with a larger and more sophisticated research staff. Currently, teachers' informal evaluations are the most reliable indicators of student progress.

Visits by the study team to several classrooms revealed peaceful disciplined groups of students working attentively on various lessons or projects in Spanish and/or English. The children responded spontaneously and enthusiastically when called on by the teacher or aide.

The study team also interviewed 12 teachers, selected randomly from a list of bilingual personnel. All 12 teachers were enthusiastic about the program although seven revealed having had serious doubts when they first began participating in it. They mentioned the supportive attitude of the bilingual project staff more often than the specific materials developed as the major factor, however. Two teachers also mentioned continued skepticism on the part of some parents.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The study team found both the PSJA school district and bilingual program staff to be very aware of the needs of the almost totally Mexican American student population. The community is small; the school administrators, teachers, parents and children share a second language and a bicultural lifestyle and a highly communicative, closely knit educational network.

### Validity of Case Study Candidacy Nomination

Although there is little official verification of the worth of the locally developed materials, this project's nomination as a noteworthy example of a project developing innovative materials and techniques seems valid for two reasons: One, the materials have been praised throughout the state and used as examples for other programs; and, two, the process used in developing these materials, as much as the products themselves, is constantly being assessed by teachers and staff.

### Recommendations

- More rigorous evaluation of the materials that have been developed and their effect on the achievement and attitude of the students involved.
- Greater standardization of curriculum and materials to increase the consistency between classes and to make comparison between classes easier.
- Increased supervision and consultation on the part of the state education agency.
- Increased parent participation, particularly in the role of paid aides.
- More incentives for teachers to take courses in bilingual education to increase both their skills and confidence.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## PHILADELPHIA, PENNSYLVANIA

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

# PHILADELPHIA, PENNSYLVANIA

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Washington, D.C. 20036

# I. PROGRAM OVERVIEW

## Criterion Under Which the Program Was Nominated

Let's Be Amigos is a bilingual education program which primarily serves the Puerto Rican students in Philadelphia. It was nominated by the Pennsylvania Department of Education as a case study candidate for outstanding achievement as:

> "a bilingual education project that appears to have been effective in developing resources that may be used in other projects."

The specific types of resources which seem to be most transferable to other projects are the teacher training techniques (particularly the Bilingual Teacher Training Institute) and curriculum materials (especially Spanish as a first language for Grades K-12, English as a second language for Grades K-4, and the history and culture of Puerto Rico in English and Spanish).

## Overview of Past Evaluations and Their Findings

The Office of Research and Evaluation of the Philadelphia School District has conducted evaluations for each year of the program's operation. These evaluations indicate clearly that student performance has been good in the areas for which curriculum materials have been developed. The same evaluations indicate a high level of satisfaction with the teachers who were trained through the special certification program developed by the bilingual project in cooperation with Temple University and the Pennsylvania Department of Education. All evaluation reports have been audited by Dr. Kenneth Hopkins of the Laboratory of Educational Research, University of Colorado.

No formal evaluations of the program have been conducted by the state. Many of the materials developed by the project have been selected by the National Dissemination Center for Bilingual-Bicultural Education for both national and international distribution.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

The Let's Be Amigos program serves a predominantly Spanish-speaking, Puerto Rican population (who comprise approximately 4.7 percent of the students in the school system). Newcomers to the city, arriving either directly from the island or from cities in neighboring states, tend to settle in the "barrio" located in the near north section of the city. This section contains the lowest socio-economic groups. As they obtain employment and gain in economic status, the Puerto Rican families tend to move farther north. Ultimately, they reach an area near Roosevelt Boulevard, and the suburbs, where better housing can be rented or purchased. Some families live in Philadelphia for a while and then move to smaller cities and towns with Hispanic communities in surrounding counties. This is thought to occur because a majority of the Puerto Ricans who choose to come to Philadelphia are from rural areas and, thus, prefer to live in smaller towns. There is also considerable movement back and forth between the island and Philadelphia.

### The Philadelphia School System

The Philadelphia school system includes 283 schools (prekindergarten-12 and graduate vocational) serving 267,525 students on an annual budget of more than $462,598,843 (FY 1975). It is still principally organized on a neighborhood school basis, so that students attend the elementary, junior, and senior high schools that serve the neighborhoods in which they live. Most of the schools in the bilingual program are located in the "northern corridor" through which the Puerto Rican families move as they progress economically. These schools, therefore, experience high transiency rates over and above those caused by the movement of families to smaller cities and back and forth to Puerto Rico.

### Primary And Secondary Objectives

The primary objectives of the program are to educate children in two languages in all areas of the curriculum and to develop an awareness and understanding of the Puerto Rican and mainland American cultural heritage. Secondary objectives are to decrease absenteeism, dropout rates, and maladaptive classroom behavior; to increase the self-esteem of the pupil; and to attain the specific instructional objectives established for each component.

## Relationship of the Program to the Philadelphia School System

Twelve schools actively participate in Let's Be Amigos including a total enrollment of 2,163 (prekindergarten - 12) and involving an annual budget of $1,816,800 (1974-75). Seventy-five percent (1,630) of the students in the project are Spanish-dominant.

The schools chosen to participate were identified based on the needs expressed by the community. It is important to note, however, that the cooperation and commitment of the school principal was a key factor in determining whether the program was in fact initiated and whether it was continued in a particular school.

The forerunner of the bilingual program was an ESOL program funded by Title I which used bilingual teachers. As the Spanish-speaking population in Philadelphia continued to grow, it became clear that a more comprehensive approach was necessary for the cognitive and affective development of these children. Therefore, Let's Be Amigos was initiated in 1969 as a pilot program in bilingual education with a grant from ESEA Title VII. Let's Be Amigos was the first bilingual program in the city except for a component of the Follow Through program which started in 1968. Let's Be Amigos received Title VII funding for six years, with the local school district paying increasing portions of the costs. In the 1975-76 school year, the district began funding the total program. Subsequent programs, under the administration of other divisions of the school system, have been drawing on the experiences and resources of Let's Be Amigos. These programs are in various stages of planning and implementation in the areas of continuing education for dropouts and adults, vocational education, and special education.

The Let's Be Amigos program is administered by the Foreign Language Division of Curriculum and Instruction. This same office is also responsible for the English as a Second Language program which serves speakers of other languages, as well as Spanish-speaking students who are not participating in the bilingual program.

The single largest source of funds for Let's Be Amigos in 1974 - 1975 was the local district, closely followed by Title VII funds and supplemented by a smaller Title I grant.

| | |
|---|---|
| LEA funds: | $895,100 |
| Title VII funds: | $641,700 |
| Title I funds: | $280,000 |
| Total: | $1,816,800 |

Beginning in 1975-1976, the project has been supported by local district funds and a small amount of Title I funds.

The three instructional components of Let's Be Amigos which served 1,975 students (1,424 Spanish-dominant and 551 English-dominant) in 1973-74 and 2,163 (1,630 Spanish-dominant and 533 English-dominant) in 1974-75 are:

- The Potter Thomas Model Bilingual School (Model A) provides bilingual bicultural instruction to all Anglo (English-speaking, including Blacks) and Latino (Spanish-speaking, mostly Puerto Rican) students in the school. The project began with pre-kindergarten and kindergarten through first grade. It then was cycled upward each year so that it presently covers all grades preK through 6. The building is new and was constructed to replace the old Thomas School. However, enrollment was much higher than anticipated and geographical boundaries had to be adjusted. The fifth and sixth grades also had to be moved into the old Thomas School building. (Some staff members suspect that the bilingual program is attracting more families to the neighborhood and that some parents are sending their children to live with relatives so they can take advantage of the program.)

  All areas of the curriculum are taught in both English and Spanish. Each group of pupils is served by a team of bilingual teachers -- one native English-speaking and one native Spanish-speaking. Based on the theory that a child develops cognitively more rapidly in his dominant language, students initially receive 90 percent of the instruction in the dominant language and 10 percent in the second language. The contact time for instruction in each language is adjusted until, by the third year, instruction time in each is 50 percent. Spanish language instruction is maintained in the fifth grade but other curriculum areas are taught in English. Specialist teachers offer supplemental services in the areas of reading, English to speakers of other languages, Spanish as a first language, and Spanish as a second language. Other supportive services are provided by classroom and library aides.

- Model B was organized as a mini-school concept for bilingual education. One class of Spanish-dominant pupils with a Spanish-dominant teacher is paired with a class of English-dominant pupils with an English-dominant teacher. The teachers conduct all instruction in their dominant language. Specialist teachers provide second language instruction to both groups. This model is presently operating in grades 1 through 6 at the Ludlow School and K through 2 at the Miller School.

- The Arriba program is designed primarily to serve new arrivals to the mainland. It serves Spanish-dominant students in grades 4 to 6 in two elementary schools, two junior high schools, and four senior high schools. In the elementary and junior high levels, students study four subjects in Spanish (Spanish as a first language, math, science, and social studies). At the senior high level, participants have individual rosters which permit them to mix regular class subjects with the Spanish language subjects of the Arriba program. One high school also offers course work in typing and clerical practice in Spanish. At the junior and senior high levels all students receive 90 minutes of ESOL a day.

## Program Personnel

The Director of the Division of Foreign Languages also serves as the director of the bilingual programs. Aside from the instructional and supportive personnel in the schools, the program has the following staff: a supervisor for Models A and B, one for Arriba, and one for ESOL; a coordinator of special projects who is liaison to the advisory committee and to other community groups, and who also participates in bicultural activities; a curriculum coordinator who oversees all curriculum development activities; a publications specialist; a multi-media specialist; an artist; and, evaluators on assignment from the Office of Research and Evaluation. Instructional staff members must be bilingual and certified in their area of specialization.

The staff of the bilingual program is as follows:

| | |
|---|---|
| Project Director* | 1 |
| Supervisors and Coordinators* | 12 |
| Principals | 12 |
| Bilingual Teachers* | 87 |
| Other Teachers | 19 |
| Classroom aides* | 12 |
| Library Assistants* | 8 |
| Evaluators* | 3 |
| Total: | 154 |

## Program Budget

(Not available)

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* Spanish-speaking staff

## III. PROGRAM METHODOLOGY

(In the development of resources that may be used in other projects)

The Let's Be Amigos program has two components which have developed resources that could be used in other bilingual programs: curriculum development and teacher training.

### Curriculum Development

The main thrust of curriculum efforts has been to create locally produced materials under the supervision of the curriculum coordinator. When the program started in 1969, there was a dearth of Spanish language materials which were relevant to the rural Puerto Rican background of most of the students. For instance, Puerto Rican "regionalismos" were lacking but the materials contained idiomatic expressions of other Spanish-speaking countries. The bilingual program staff then began to develop materials to fill these gaps. Most of these materials are intended to supplement the commercially available texts which the program uses, although the Spanish as a second language materials for grades K through 4 serve as the basic text. The program staff also translated into Spanish curriculum materials developed by other divisions of the Philadelphia School District.

The areas concentrated on most heavily in the development of new materials have been Spanish as a first language for grades K-12, English as a second language for grades K-12, Spanish as a second language for grades K-4, and Puerto Rican history and culture in both Spanish and English.

Curriculum writers are chosen from among classroom teachers associated with the program. Teachers and administrators with first-hand knowledge of, and/or experience in, classroom situations related to the program are also encouraged to make suggestions for developing appropriate instructional materials, including audio-visual aids.

Staff development meetings, conducted by administrative staff, curriculum writers, and teachers, are held on a regular basis for the purpose of suggesting and demonstrating methods and teaching techniques to the classroom teachers who will use the materials that have been tentatively developed. After appropriate field testing and evaluation, materials are printed in final form. They are then made available at the Bilingual Instructional Materials Center which houses copies of all commercially and locally produced materials and the videotape component of the program.

The program staff is now developing high interest, low difficulty materials for those students who arrive from Puerto Rico, enter the Arriba program, and are illiterate in Spanish (students may be placed in the ninth grade, according to their chronological age, even though they were only in second or third grade in Puerto Rico). The program staff is also developing Spanish as a second language materials for Latino children who are English-dominant. The program has not found any commercially developed materials which adequately meet these needs.

Other school systems can obtain permission to reproduce any of the locally produced materials. They are merely asked to give credit to the Philadelphia School District. Representatives of many districts have requested copies of materials or have visited the Bilingual Instructional Materials Center in the past. The Pennsylvania Department of Education has distributed some of these materials to other districts with Spanish-dominant students. Many of the materials have also been chosen by the National Dissemination Center for Bilingual Bicultural Education for national and international distribution.

## Teacher Training

Recognizing that there was a need to develop and train a large number of native Spanish-speaking teachers for the bilingual program, the Philadelphia School District developed a special certification program in cooperation with Temple University and the Pennsylvania Department of Education. The Bilingual Teacher Training Institute sought to identify and train members of the Spanish-speaking community who had the potential to teach in the program. Trainees who were admitted into the institute were selected on the basis of one or more of the following criteria:

- The candidate had formerly served as a teacher in Puerto Rico or some other Spanish-speaking country but did not meet Pennsylvania certification requirements.
- The candidate had completed at least two years of studies beyond the high school level in any field or major.
- The candidate had acquired experience through work in community organizations.

The committee responsible for selecting the trainees was composed of one Temple University official, two members of the Philadelphia School District Foreign Language Office, and one representative of the community.

The Training Institute consisted of a summer of intensive university course work and field experience with Spanish-speaking children. The participants taught in a special summer center for Spanish-speaking children in the mornings and took university course work in the afternoons for a period of eight weeks.

One hundred and twelve trainees successfully completed this program during a period of four years (1969-1972). They are now teaching in schools with large numbers of Spanish-speaking students; these teachers are also pursuing undergraduate and graduate degree programs at Temple University. Two full-time supervisors work with the participants on the job and conduct seminars related to problems in teaching.

The Training Institute has permitted the program to develop a staff that is bilingual and bicultural. The staff has the additional advantage of being thoroughly familiar with the neighborhoods where most of the schools involved in the bilingual program are located. The program director feels that this has eliminated the "culture shock" problems which had occurred among Spanish-speaking teachers who had come to Philadelphia in teacher exchange programs. The retention rate of teachers who have participated in the summer institutes has been very high (the director estimates 95 percent).

Success of the teacher training institutes led to the development of two institutes for bilingual administrators. The administrative institutes prepare participants for supervisory and administrative responsibilities, including principal's certification. The other institute trains bilingual special education teachers.

Many organizations were involved in placing the bilingual teachers, including the school district's divisions of examinations and personnel, the school principals, and the unions. One result of training the new teachers was that slots had to be frozen so bilingual teachers could be hired and monolingual teachers could be gradually transferred. This could not have been accomplished without systemwide commitment to the success of the program. The program director continues to give high priority to maintaining the relationships vital to such commitment.

Staff development meetings are conducted for all program staff on a regular basis. The meetings are designed to instruct program staff in methods of teaching the various curricular offerings and in classroom management. Videotape is used extensively and includes both self-evaluation and model lesson tapes, and sequential instructional tapes.

Workshops for all school personnel serving Spanish-speaking students are conducted each year. In the past, the workshops have dealt with the history and culture of Puerto Rico in an attempt to sensitize school staff to the needs of Puerto Rican students. Last summer a six-week Spanish language immersion program was also held, on a voluntary basis, for English-speaking personnel. Videotapes are also available to keep school personnel informed about the activities and goals of the bilingual program.

## IV. EVALUATION

### History and Summary of Past Formal Evaluations

The Philadelphia School District's Office of Research and Evaluation has conducted an evaluation of the Let's Be Amigos program for each year of its operation. The program director feels that the evaluation has provided critical information to program planners and administrators in the areas of pupil performance, principals' program review (and their attitudes toward it), parents' opinions and involvement, and pupils' self-esteem.

The program was very fortunate in having pre-program baseline data available from the school district's standard testing program. Each year, performance of English-dominant students at Potter Thomas could be compared with the performance of that grade in the same school prior to the initiation of the program. The city had also administered a Spanish reading test (Test de Destrezas Basicas en Lectura) to all Spanish-speaking students in 1968 and this data serves as pre-program baseline for Spanish reading skills. Instruments used by the evaluators in testing pupil performance are:

- Stanford Achievement Test Battery II -- four subtests: Word Meaning, Paragraph Meaning, Spelling, and Work-Study Skills -- to English-dominant Grades 2 and 3 and to Spanish-dominant Grades 3 and 4;
- Iowa Tests of Basic Skills, Level A to Grade 3 English-dominant and Level B to Grade 4 English-dominant;
- Test de Destrezas B sicas en Lectura to Spanish-dominant Grades 2 and 3 and English-dominant Grade 4;
- Philadelphia Readiness Test (locally developed to measure number and reading readiness) to English and Spanish dominant kindergarten (given in student's dominant language);
- Prueba de Lectura (de Puerto Rico) to Spanish-dominant Grades 4-6;
- Inter American Pruebas de Lectura to Spanish-dominant Grades 7-12;
- Boehm Test of Basic Concepts, Parts 1 and 2 to Spanish and English-dominant kindergarten; Part 1 only to Spanish and English-dominant pre-K (given in student's dominant language).

In every case, all students who had been enrolled in the program during the school year, and who were present at the time of administration, were tested.

The principal's review of the program was conducted through a written questionnaire which was sent to all principals in participating schools. Personal interviews were also conducted with the principals. Questionnaires soliciting parents' opinions and attitudes toward the program were sent home with all students enrolled in the program.

Results of testing at the kindergarten level show that the program has provided all children with readiness skills greater than those of pre-program levels. The English-dominant pupil group had a readiness skill level beyond that which would be expected of pupils of their socioeconomic status. Spanish-dominant performance was almost equal to that of the English-speaking norm group used in the development of the instrument.

Reading tests administered in the pupil's mother tongue showed clear-cut gains over pre-program levels in all grades of the Model School components; but, they showed ambiguous results in elementary classes of Arriba. First, second, and third grade Hispanic Model School pupils were superior to rural Puerto Rican norm groups. In the fourth and fifth grades of the Model School, pupils were below norm groups but superior to pre-program levels. English-dominant pupils (in Model A) were superior to pre-program baselines in all elementary grade levels. In Arriba, parallel test results were inconsistent from grade level to grade level.

Testing of students in their second language showed that the English-dominant students, and third grade Spanish-dominant students, were able to reach their second languages at anticipated levels. English-dominant students in the fourth grade were reading Spanish as well as third grade native speakers. The growth of English reading skills of the Spanish-dominant child was less than anticipated overall, however. The reading performance information is in marked contrast to that gathered about oral second language competence. Here, the Spanish-dominant students had much more extensive understanding and oral competence in their second language than did the English-dominant students.

The parents' survey indicated strong support for the program. The majority felt that their children were progressing satisfactorily and also indicated that their children liked the program and wanted to continue in it.

The survey of principals also showed satisfaction with the program. Among those who wished to see the program expanded in their schools, there was strong support for more bilingual personnel trained in the summer institutes. Recommendations for improving the institutes were stressed, emphasizing certain subject areas for teachers at the senior high school level and administrative matters.

Each year's evaluation report also lists curriculum materials distributed during the school year. The evaluation rates whether the materials meet the following established criteria for curriculum development:

1. appropriate for intended grade level(s) ;
2. appropriate for students' cultural background, interest level, and experiential field ;
3. appropriate for students' previous knowledge in the subject matter or field ;
4. specific objectives clearly stated ;
5. sequential organization and structure ;
6. observable performance outcomes stated ;
7. reasonable variety of learning activities ;
8. evaluation procedure included;
9. provision for individual rate of learning ;
10. teacher guide, including suggested classroom procedures ;
11. availability of equipment ; and
12. aids, materials needed to teach unit and where obtainable were specified.

Some materials failed to meet criteria numbers six and eight. The coordinator of curriculum development attributed this to the fact that the materials from which these items were adapted did not contain such provisions. The 1973-74 evaluation report also indicated that dissemination of materials might be a problem since the evaluators did not observe widespread use of locally developed materials in their visits to classrooms. The Bilingual Instructional Materials Center was relocated to a more accessible location in 1976, in part to alleviate this problem.

Other key evaluation findings are:

- Students at high school level in the Arriba program had higher self-esteem than similar students in ESOL programs, as measured by a Spanish translation of the Coopersmith Self-Esteem Inventory.

- Among Spanish-speaking students in the four high schools, those participating in the Arriba program were about twice as likely to graduate as students not in the program.

- Comparison of attendance patterns showed that there were improvements at the elementary grade level of Arriba over that of Spanish-dominant students prior to the program.

Past formal evaluations pointed out areas of success in the program. They also indicated areas which needed further attention or modification. The evaluations have comprehensively covered all components of the program; and, in most cases, they have involved all participants in the evaluation process.

## Summary of Study Team's Observations and Findings

Principals interviewed at their schools demonstrated strong support for the program and indicated a very high level of satisfaction with the bilingual teachers in their schools. Indeed, they felt that the bilingual staff was the key element in the success of the program. A visit to the Bilingual Instructional Materials Center confirmed that locally developed materials are available in quantity and are easily accessible.

Discussions with teachers concerning the use of locally developed materials indicated that there is an insufficient number of high interest, low ability materials for the heterogeneous group of students in the Arriba program. Teachers also expressed the need for enriched materials for teaching Spanish as a second language to English-dominant Hispanic students. The curriculum development staff is now concentrating on these two areas.

The site visit team also noted that in all the schools visited, the students were enthusiastic and were participating fully in most classes observed. The team was present at one elementary school during the lunch hour when several parents arrived with a lunch they had prepared for the bilingual program staff. The staff indicated that such informal contacts with parents occur frequently. The principal affirmed that there was not any problem getting parents involved; in fact, parents were coming to the school almost too often.

The team also attended one workshop which reviewed curriculum materials offered by commercial publishers. The workshop was held after school hours at the Bilingual Instructional Materials Center. Since the teachers' union contract requires payment for mandatory attendance, and the school board forbids payment because of an expected deficit this fiscal year, attendance at the staff development session must be voluntary. Approximately 100 teachers attended this workshop even though many had to attend classes at Temple University that evening. The teachers also took this occasion to discuss with the administrative staff the need for developing additional materials. At the same time many teachers picked up supplies at the center.

## V. STUDY TEAM FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The Let's Be Amigos program qualifies in the criterion area in which it was nominated. It "appears to have been effective in developing resources that may be used in other projects." The curriculum materials could be adapted by other programs that serve a Puerto Rican population for the cost of reproduction. The teacher training techniques could also be adopted by other school districts with a pool of potential bilingual teacher talent in their own Spanish-speaking communities. The regular staff development programs could also prove useful to other districts as could the videotapes Let's Be Amigos developed for this purpose.

The program also appears to have been effective in improving student achievement and attitude. It has also been successful in developing an effective advisory committee which has served as a powerful advocate for the program in the community and with the school administration.

Now in its seventh year of operation, and funded as an integral part of the school program for the city of Philadelphia, Let's Be Amigos merits consideration as an exemplary project.

The site visit team recommends that information on the resources developed by the program be disseminated to other programs attempting to serve similar populations, especially to those which are in the early stages of development

The experience Philadelphia has gained over a period of seven years could definitely benefit other projects.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROGRAM

## ST. MARTIN PARISH, LOUISIANA

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROGRAM

## ST. MARTIN PARISH, LOUISIANA

A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Development Associates, Incorporated
1521 New Hampshire Avenue, N.W.
Washington, D.C. 20036

# I. PROGRAM OVERVIEW

## Criterion Under Which The Project Was Nominated

The St. Martin Parish, Louisiana bilingual project is a French English program. Its goal is to have an entirely bilingual curriculum at all grade levels. The program was originally nominated by Louisiana's state education agency as noteworthy in the area of improved student achievement in a state-funded program. However, student achievement has improved dramatically in both state and federally funded components of the program. As a result, it is the collaboration of federal, state, and local resources that has emerged as the real key to the accomplishments of this project. In fact, the St. Martin Parish bilingual education project, French as a First and Second Language, is

> "a bilingual education program which appears to represent a noteworthy collaboration of state and federal resources."

Having begun in 1970, the project is now more than half way to its ultimate goal of a complete and sequential program of bilingual education, to begin in kindergarten and continue through the twelfth grade, with all curriculum areas taught in both French and English. Without the collaboration of state, local, and federal resources over a 12-year period, such a task could not be achieved.

## Overview Of Past Evaluations And Their Findings

None of the past evaluations focused particular attention on the state-federal collaboration, but several evaluations of individual facets of the collaborative effort indicate that there has been increased federal, state, and local support of the program, increasing numbers of local and foreign teachers, expanding community support, greater student enrollment in the bilingual program; and finally, improved levels of achievement by bilingual students, as measured on both standardized and locally developed tests:

- On the Metropolitan Achievement Test, participants in the federal Title VII project scored as well as and, in most cases, surpassed non-participant peers in their own school and the rest of the parish. For the past two years, their scores have been above their peers in both reading and mathematics.

- Scores on the locally developed French Achievement Test, an objective referenced test in French, indicated sizable gains in both reading and math based on pre- and posttest scores.

- According to a statewide analysis of French Comprehension Test data for 1975, participants in the state program made significant gains in their French comprehension.

## II. GENERAL PROGRAM DESCRIPTION

### Population Served

St. Martin Parish (county) is located in southwestern Louisiana and has a population of 32,453. About 40 percent of the population is Black and more than 60 percent of the parish residents live in rural areas. The low income families are hampered by the lack of mobility since they do not have private or public transportation. The principal sources of income in the parish are agriculture and commercial fishing and their related industries. Sugar cane is the principal crop although cotton, sweet potatoes, and other produce also provide an income to the parish.

Commerce and industry in St. Martin Parish are centered primarily around the agriculture, mineral, and fishing resources. Hundreds of people are employed in their preparation and distribution to various markets. The commerical fishing industry includes the cleaning, packaging, and distributing of the fish. In recent years, crayfish have added to the parish income. Hundreds of sportsmen enjoy sport fishing each year which also contributes to the economy.

The median parish family income is $5,157, which is the second lowest in south Louisiana. Twenty-nine percent of the parish families have incomes under $3,000, while 51 percent earn between $3,000 to $10,000. Thirty-six percent of the families are classified below the poverty level, with an average annual income of $2,103. Many families operate small farms on a lease or sharecropper basis, or work as day laborers on farms or in small businesses on a day-to-day basis. The median educational attainment of adults over 25 years in St. Martin Parish is 7.4 years, 3.4 grades below the state level of 10.8 years.

St. Martin Parish is French by heritage and tradition. The White residents are descendants of the Acadian exiles and speak a dialect called Cajun. The Blacks, descendants of slaves imported via Haiti, speak Creole French. Both groups have retained their French dialects, customs, and heritage. As a result, children from a French-speaking home environment enter school severely limited in English language skills and ill equipped to benefit from the culture and experiences of an English-oriented school system.

## History Of Louisiana's Bilingual Education Program

In one sense, the St. Martin Parish bilingual program began in 1968 when the Louisiana State Legislature passed several pieces of legislation re-establishing the French language and culture in Louisiana.

- Act No. 408 called for the teaching of French for at least five years at the elementary school level;
- Act No. 409 authorized the establishment of The Council for the Development of French in Louisiana (CODOFIL). CODOFIL is empowered to do anything necessary to accomplish the development, utilization, and preservation of the French language as found in the State of Louisiana for the cultural, economic, and tourist benefit of the state;
- Act No. 257 called for state schools of education to offer teacher certification programs in the instruction of elementary school French;
- Act No. 458 called for the creation of a non-profit French language television broadcasting corporation; and
- Act No. 256 provided for the option of publication of all legal notices in French as well as English.

All of these legislative acts, passed in one session of the legislature, set into motion a movement within the State of Louisiana for the full acceptance and utilization of the French language at all levels of society. The project discussed in this report reflects that movement. CODOFIL is the prime force for the implementation of the legislation. Since its inception CODOFIL has initiated several statewide programs, although CODOFIL's greatest effort is at the elementary school level. In 1972, CODOFIL began negotiating directly with other French-speaking countries including France, Belgium, and Canada to recruit, hire, and place within the public elementary schools 100 associate teachers of French. The number of foreign associate teachers of French has continued to grow until today there are 253 teaching in 34 of the 66 school systems in the state. There are 33 teachers from Belgium, 147 from France, 70 from Quebec, and three from other Francophile countries. The bulk of this statewide French program is financed from funds authorized by the State Legislature administered through the Louisiana State Department of Education for on-going CODOFIL sponsored French programs, including the teachers' salaries, international travel, orientation and administration.

These foreign associate teachers work with the Louisiana classroom teachers and are responsible for the French classes. Many of them also organize extra curricular activities which support the French lessons.

Additional demonstrations of public and state support for this program are reflected the following actions:

- The Louisiana Constitutional Convention of 1973 adopted a resolution which "recognizes the right of the people to preserve and foster their historical, linguistic, and cultural origins."
- On July 17, 1975, the Louisiana legislature passed, with one dissenting vote, Act 714 which authorizes all public school systems of the state to include second language instruction as a part of the elementary school curriculum beginning in the 1976-77 school session. This act further states that if a parish or a city school system does not establish a second language program by May 30, 1976, and 25 percent of the parents of any school petition for a particular second language, then instruction in the language must be provided by the local school board.

Accordingly, "where school systems do not have certified second language specialists available, then foreign associate teachers can be requested with the understanding that programs utilizing foreign associate teachers will be approved only with assurance from the school system that an equal number of qualified Louisiana teachers will enroll in a second language specialist teacher training program. In effect, the State of Louisiana has moved closer, perhaps than any other state in the Union, to mandating a totally bilingual system.

## History Of the Program's Needs Assessment

The majority of the children in St. Martin Parish come to school from a French-speaking environment. They were achieving at a level two years below their grade level in both reading and mathematics before 1970.*

Yet, prior to 1970, French was taught only at the secondary level as a foreign language. A French curriculum had not been developed for instruction at the elementary level. Paradoxically, even the French-speaking adults were not fully aware of the need to initiate a bilingual education program. Many adults recall being punished for speaking French at school and being made to feel that "speaking French" was a stigma which relegated one to the lowest stratum in Louisiana society. It was the 1968 legislation that began to change local attitudes with regard to bilingual education.

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* Data obtained from Statistical Abstract of Louisiana, 1974, Louisiana's Public Affairs Research (PAR) publications, and other school district records.

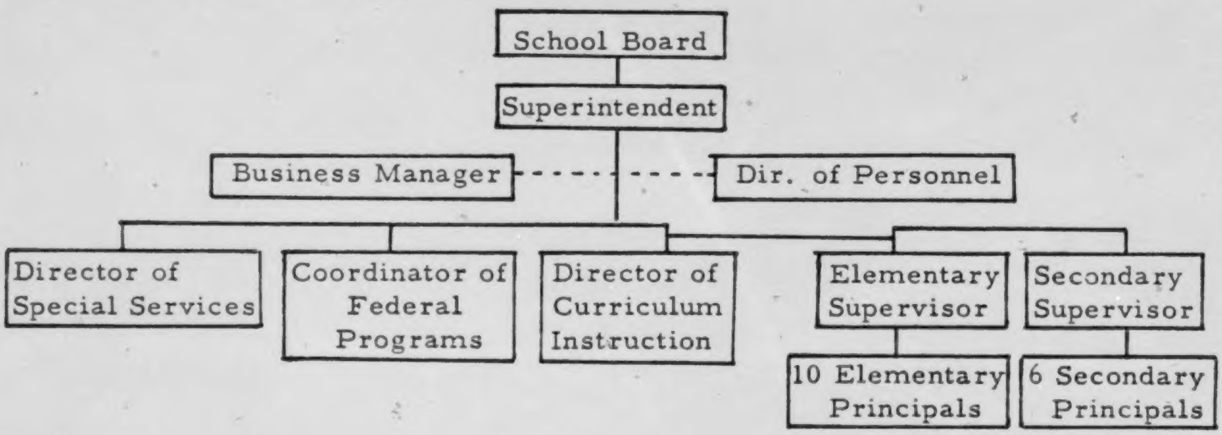
Individual need for the bilingual program is assessed in three ways: teacher opinion, ethnic background, and a language dominance test developed locally. Almost 80 percent of the students are, in fact, French-dominant.

## Description Of The School System In Which The Program Operates

The St. Martin Parish has ten public elementary schools and two non-public elementary schools. Total school enrollment for 1975-76 was:

| | |
|---|---|
| Public Elementary | 4,244 |
| Non-Public Elementary | 417 |
| TOTAL | 4,661 |

The school system is organized as follows:


School Board
Superintendent
Business Manager
Dir. of Personnel
Director of Special Services
Coordinator of Federal Programs
Director of Curriculum Instruction
Elementary Supervisor
Secondary Supervisor
10 Elementary Principals
6 Secondary Principals

## Sources Of Program's Supporting Funds

Local funds for the programs come from a one percent sales tax bond sales, a severance tax on oil and gas royalties.

For the school year 1975-76, the total LEA budget was $8.2 million, with $7 million coming from combined state and local general funds. The remaining $1.2 million is received through seven federal grants. A breakdown of the totals and types of funds follows:

## St. Martin Parish Operational Budget
## 1975 - 1976

| | |
|---|---|
| General Funds (LEA and State) | $6,999,000 |
| ESEA Title I | 706,357 |
| Follow Through | 301,701 |
| Project Build - ESEA Title VII | 136,000 |
| ESEA Title II | 8,586 |
| ESEA Title IV | 16,587 |
| ESEA Title VI - Part B | 16,502 |
| Adult Basic Education Act | 17,057 |
| Total LEA Budget | $8,201,790 |

## Project's Secondary Objectives

Since the project has to seek support from three different sources (county, state, and federal), the goals of the bilingual education program in St. Martin Parish have been stated in general terms:

- to develop... "a complete and sequential program of bilingual education... from kindergarten through grade twelve.[1]
- to utilize the child's first language to develop native language ability and literacy while, at the same time, assist in the development of literacy and language ability in English. The ultimate intent is for children in bilingual education to become proficient in two languages."[2]

## Relationship Of The Project To The School System

### Target Population

In 1969, The Council for Development of French in Louisiana (CODOFIL) conducted a survey of the 18 parishes where the French and Acadians originally settled. According to this survey, St. Martin Parish has the fourth largest percentage of French-speaking population of the 18 parishes, with 90 percent of the total population native speakers of French. The 1970 census indicates that of 64 parishes in Louisiana, St. Martin Parish ranks first in the state in percentage of population with a French mother tongue. That is, 25,655 of 32,453 persons (79 percent) declared that they speak some form of French at home.

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[1] Interim Evaluation Report Project BUILD, 1975 - 1976

[2] Project BUILD Title VII Proposal, 1975 - 1976.

With this knowledge as background, it is evident why there has been some form of bilingual education offered in St. Martin Parish for the past five years. During 1975-76, 2,268 elementary school children were involved in one of the three components of the bilingual French/English program, almost 50 percent of the enrollment.

## Integration In The School System And With Other Programs

Beginning in the spring of 1970, the LEA s Foreign Language Coordinator, in collaboration with LEA staff, developed the first Title VII proposal to initiate a pilot bilingual project in St. Martin Parish. The project involved 272 children in kindergarten and first grade and was located in two primary schools. During the first year the classes designated as bilingual were selected at random from among the regular classes. That first year, the project staff also developed the language dominance test to assess all kindergarten children at registration. The project continues to use a revised version of this test which determines whether the children are active or passive French speakers or whether they are English-dominant (not speaking or understanding French). Those who understand and speak French are placed in the bilingual language program, as well as a small percentage of English-dominant children. Other factors determining the class composition are the racial balance between Blacks and Whites, and the ratio of males to females. The first Title VII pilot program and subsequent grants for the next four years were designed to present 60 percent of the instruction in all subject areas in English and 40 percent in French.

The above Title VII program continued to expand, on a pilot basis, vertically throughout the St. Martin school system. It added one grade level at a time in order to develop a sequential bilingual curriculum from kindergarten through grade five. The program functioned within the same schools and classrooms as the regular school program, with children participating in all aspects of regular school life. The parish foreign language coordinator, responsible for all language instruction (K-12), was made the Title VII bilingual project director.

The three elements of the project now jointly serve approximately 50 percent of the elementary enrollment in St. Martin Parish. As indicated above, a total of 92 classrooms in the 10 public elementary and one private school are exposed to either bilingual education or to French as a second language.

## Project Administration

The program administration is under the joint responsibility of the LEA and the Foreign Languages section of the State Department of Education. The St. Martin Parish School System has designated two responsible staff members for the coordination of the three components of the program. The Director of the federally funded ESEA Title VII project is responsible for administration of this component. The coordinating agents for the Foreign Languages Section of the State Department of Education are the coordinator of Foreign Languages and Bilingual Education and the Bilingual Specialist, who maintain regular contact with the LEA and act as liaison among CODOFIL, foreign associate teachers of French, and Louisiana personnel. They have the assistance of nine educational consultants (seven from France, one from Quebec and one from Belgium). All are paid and supported by their respective governments.

The bilingual project receives support from state, local, and federal funds:

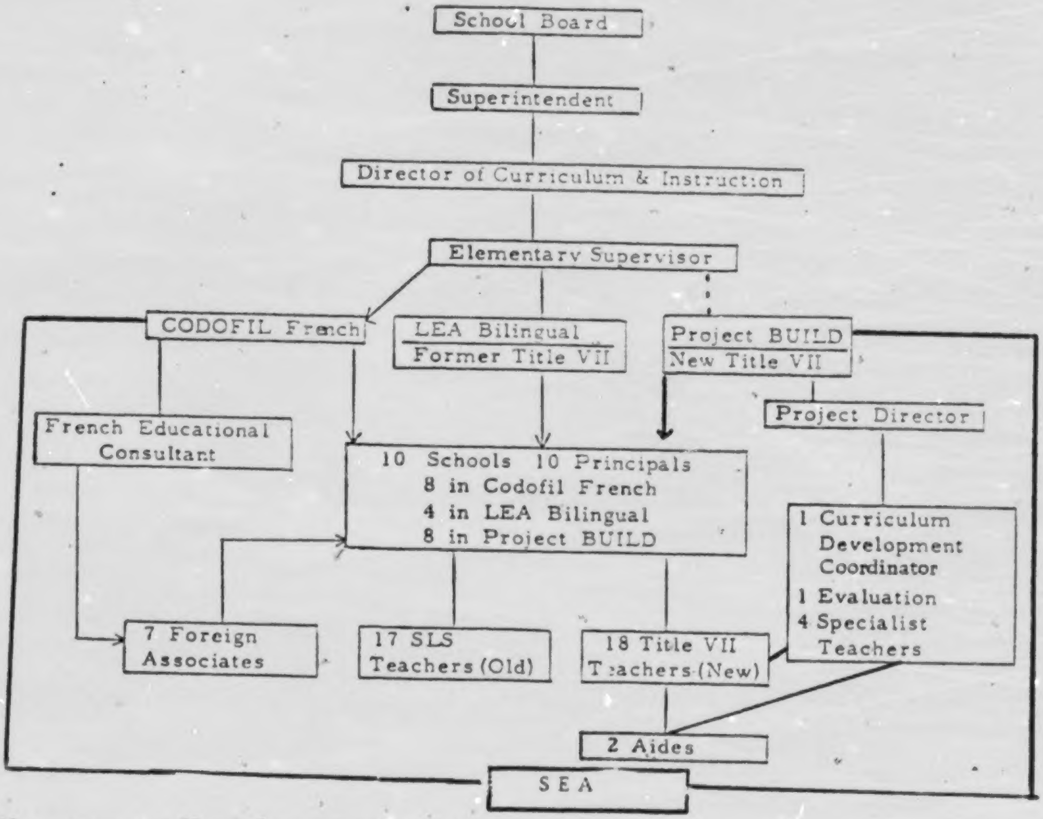
| | | |
|---|---|---|
| State Bilingual Education Funds: | $165, 183 | (50%) |
| Local Bilingual Education Funds: | 24, 136 | (10%) |
| ESEA Title VII Bilingual Education Funds: | 136, 000 | (40%) |
| TOTAL: | $325, 219 | |

The following chart indicates the schools where the project is operational, and the number of classes being taught by which method:

| School | LEA Bilingual | | | | | | | CODOFIL | | | | | | | Title VII | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | K | 1 | 2 | 3 | 4 | 5 | 6 | K | 1 | 2 | 3 | 4 | 5 | 6 | K | 1 | 2 | 3 | 4 | 5 | 6 |
| Breaux Bridge Primary (K-3) | 2 | 2 | 2 | 2 | | | | | | 1 | 2 | | | | | | | | | | |
| Breaux Bridge Elementary (4-6) | | | | | 2 | 2 | | | | | | | | | | | | | | | 2 |
| Parks Primary (K-3) | 1 | 1 | 1 | 1 | | | | | | | | | | | | | | | | | |
| Parks Elementary (4-6) | | | | | 1 | 1 | | | | | | | | | | | | | | | 1 |
| Cecelia Primary (K-3) | | | | | | | | 1 | 2 | 2 | 2 | | | | 1 | 1 | 1 | 1 | | | |
| Teche Elementary (4-6) | | | | | | | | | | | | 3 | 4 | | | | | | | | 2 |
| St. Martinville Primary (K-3) | | | | | | | | | | 2 | 5 | | | | 1 | 1 | 1 | 1 | | | |
| St. Martinville Elementary (4-6) | | | | | | | | | | | 2 | 3 | 2 | | | | | | | | 2 |
| Catahoula Elementary (1-8th grade) | | | | | | | | | 2 | 1 | 1 | 2 | 1 | | | | | | | | 2 |
| Stephensville (K-8) | | | | | | | | | | 2 | 3 | 1 | 1 | | | | | | | | |
| Trinity (Panoachial) (4-6) | | | | | | | | | | | | | | | | | | | | | 1 |
| Totals | 18 Classes | | | | | | | 45 Classes | | | | | | | 18 Classes | | | | | | |

## Personnel Involved

Below is an organizational chart indicating the lines of authority and specific numbers involved in the St. Martin Parish bilingual program. It also clearly demonstrates the collaboration between the state, local, and federal components of the program:


School Board
Superintendent
Director of Curriculum & Instruction
Elementary Supervisor
CODOFIL French
LEA Bilingual
Former Title VII
Project BUILD
New Title VII
Project Director
French Educational Consultant
10 Schools 10 Principals
8 in Codofil French
4 in LEA Bilingual
8 in Project BUILD
1 Curriculum Development Coordinator
1 Evaluation
4 Specialist Teachers
7 Foreign Associates
17 SLS Teachers (Old)
18 Title VII Teachers (New)
2 Aides
SEA

The core staff of the program includes:

### Project Director

The project director is a native of St. Martin Parish and former director of the 1970-75 Title VII bilingual education program for grades K-five in the three pilot schools. The project director had taught at the elementary, junior high, and high school levels in St. Martin Parish. In addition, she had been a member of the parish curriculum development team for social studies and is a native speaker of French. She is familiar with the culture and heritage of the area, and is able to understand and speak the Creole and Acadian dialects. The duties of the director are:

- responsible for administration and all aspects and activities for proper implementation of the program;
- coordinate and supervise the teacher training component with the local university, consultants, and other project personnel;
- coordinate the development of native language curriculum and the adaptation of regular English curriculum to meet the needs of children of limited English-speaking ability; and
- provide guidance for the parents and the community.

Specialist Teachers

- direct instruction in the native language in all content areas. and direct the daily training of regular classroom teachers;
- conduct team planning with four to six regular classroom teachers; and
- serve as resource developers for both the regular staff and the curriculum specialist.

Program Evaluator

- provides for testing, data collection and analysis for interim and final evaluation reports;
- provides feedback to principals, teachers, the Parent Advisory Council, and other project staff on all testing and evaluations; and
- assists all staff in the design of French and English instructional performance objectives plus objective-referenced instruments to assess achievement.

Curriculum Coordinator

- develops the French curriculum for the most recently added grade level in all content areas;
- designs language arts and mathematics items for the most recently added grade level, as well as a French Achievement Test based on native language performance objectives;
- coordinates development of French language performance objectives in reinforcement practices, etc., to correlate with French language curriculum.
- assists in the development of slides, filmstrips, tapes, games reinforcement practices, etc., to correlate with French language curriculum.

## Supervisor of Elementary Instruction

The LEA Supervisor of Elementary Instruction is also a native of St. Martin Parish, is a native speaker of French and is familiar with the culture and heritage of the area. The duties of the supervisor are to coordinate and supervise the LEA Bilingual Program and the CODOFIL State sponsored French Program.

### SEA Bilingual Specialist

The state's area bilingual specialist provides technical assistance to the Louisiana teachers, the foreign teachers, and the LEA in administering the total program.

### Foreign Consultants

- serve as a liaison between the authorities of their country and the associate teachers of French; and
- act as intermediaries between local school authorities, CODOFIL, and the State Department of Education to promote the successful teaching of French at the elementary level.

## Program Budget and Resources

Below is a general breakdown of the budgets of each component of the bilingual program:

St. Martin Parish Bilingual Program Budget

| Source of Funds | Federal | State | Local | Totals |
|---|---|---|---|---|
| Title VII | | | | |
| Direct costs, Personnel | $ 87,112.44 | | | |
| Fringe benefits | 8,252.91 | | | |
| Travel | 1,600.00 | | | |
| Supplies | 9,254.53 | | | |
| Other (Primarily | 25,143.00 | | | |
| (Trg. & Eval.) | 131,362.88 | | | |
| Indirect costs | 4,637.12 | | | |
| Sub-total | $136,000.00 | | | $136,000.00 |
| CODOFIL (State) | | | | |
| Salaries | | $ 28,000 | | |
| Travel from Europe/cash | | 2,350 | | |
| Insurance | | 1,050 | | |
| Adult night classes | | 1,008 | | |
| Supplementary materials | | 175 | | |
| Settling-in-allowance | | | $ 1750 | |
| Cost of living increment | | | 1750 | |
| Local Travel | | | 236 | |
| Sub-totals | | $ 32,583 | 3736 | 36,316 |
| LEA Bilingual | | | | |
| - Salaries (State (General Approp.) | | $ 132,600 | | |
| - Local salary increment | | | $ 20,400 | |
| | | $ 132,600 | $ 20,400 | $153,000 |
| | $136,000.00 | $ 165,183 | $ 24,136 | $325,316 |

## III. PROGRAM METHODOLOGY

(In state and federal collaboration of resources)

### Specific Desired Objectives

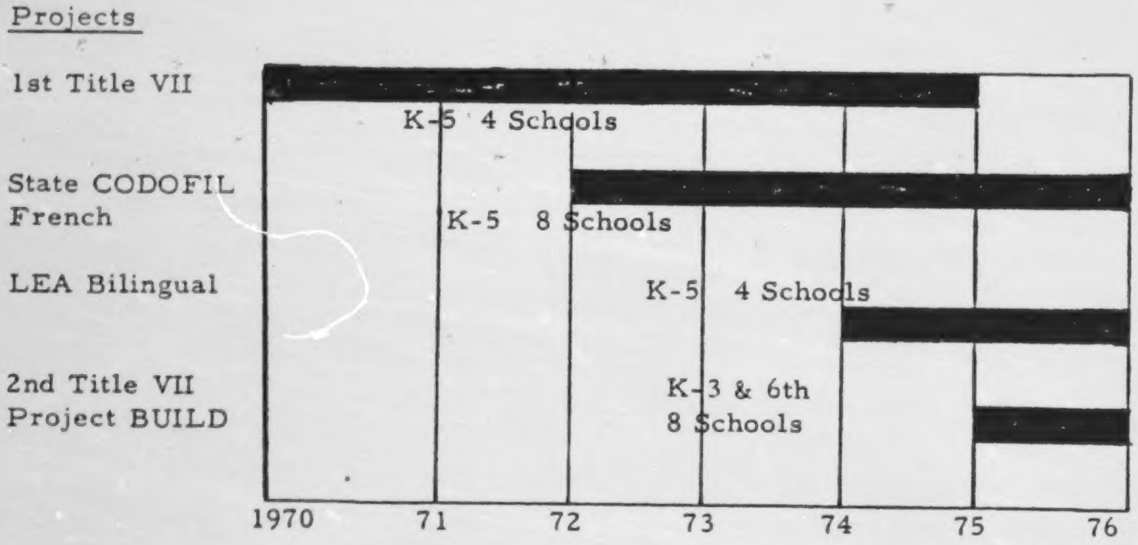
St. Martin Parish has set its goal to provide a complete and sequential program of bilingual education from kindergarten through grade 12 in order to fulfill the ultimate intent of producing students who are proficient in two languages, French and English.

Each individual proposal, whether to the federal, state, or county governments, states specific goals of an individual project for a specific year. For example, the goals of the Title VII request for 1975-76 were to demonstrate significant improvement in the academic achievement of the identified population in content areas, to develop staff capabilities for eventual parish absorption and to develop curriculum for grade six to assure continuity and relevancy in all content areas. However, the purpose of this case study is to examine the interrelationships of the state, federal, and local components and their collaboration of resources in meeting the above stated goals over an extended period of time

### Activities, Services, Components Addressing These Objectives

To achieve the goal of students proficient in two languages requires persistence, careful planning, and coordination of resources, as demonstrated in the timing and overlap of responsibility of the federal, state, and local efforts:

St. Martin Parish BL Program



## Funding Of Foreign Associate Teachers

One striking example of the collaboration between the local, state CODOFIL and federal Title VII components of the program is the funding of the French foreign associate teachers.

Because none of the local classroom teachers had any formal training in teaching in French, the need for especially trained teachers was critical. Starting in 1970, the project contracted with CODOFIL, the state funded agency, for two foreign associate teachers each year, to assist in developing curriculum and serve as resource teachers for Louisiana personnel.

Also in the first year, in addition to this technical assistance, the local classroom teachers were enrolled in French classes at the local university during the school year. During the first summer, eight of the bilingual project staff participated in the CODOFIL-sponsored summer study program. Three St. Martin staff specialists went to France while five teachers enrolled at a university in Quebec. For those going to France, cost of living and course expenses were paid through a scholarship fund of the French Ministry of Education in cooperation with the Ministry of Foreign Affairs coordinated by CODOFIL and the Louisiana State Department of Education. The participants paid their own travel expenses. The Title VII parish project paid most of the expenses for those going to Canada.

Beginning with the third year of the Title VII bilingual project, September 1972, St. Martin Parish requested, through CODOFIL, six foreign associate teachers to teach in the first and second grades. They were assigned to three primary schools where no bilingual Title VII program existed. The foreign associate teachers utilized the BELC direct method of language instruction, developed in France for non-French speakers at the elementary level, and tested throughout the world. Currently, the foreign associate teachers are utilized in the state component an average of seven classes per day with each class receiving five sessions weekly, one-half hour per day. The remainder of the children's daily schedule is spent in English. Seven of the foreign associate teachers are teaching a total of 1,326 children in grades one through five. They teach 49 sections of about 27 students each in eight schools.

The cost of supporting the foreign associate teachers is borne primarily by the State of Louisiana through the CODOFIL Program. The 1975-76 budget calls for $28,000 in base salaries while the LEA will provide each teacher with a $250 settling-in allowance plus $25 per month for 10 months to serve as a cost-of-living supplement. In addition, each associate foreign teacher receives a $25 allotment to purchase supplementary teaching aids for their French classes. The LEA also provides local mileage compensation for travel between schools, when applicable.

## Teacher Training

The new Title VII Project BUILD provides teacher training experiences for the 18 teachers presently enrolled in the Second Language Specialist (SLS) training program at a local university as well as regular pre-service and in-service training sessions for all participating personnel in a continuing effort to support and develop bilingual education resources. Some technical assistance is provided by the new Title VII Project to the two other components upon request. The LEA provides on a regular basis in-service and assistance programs for all parish personnel involved in bilingual and second language instruction. The State supported CODOFIL French Program has a teacher training component available to all classroom or administrative personnel who wish to expand their certification to include bilingual and second language credentials.

## Second Language Specialists

The project director coordinates the Second Language Specialist (SLS) training program with the local university, including the selection of trainees, payment of stipends, and mileage. In addition she coordinates activities for the 35 SLS trainees who are both in the LEA bilingual program and in the new Title VII project.

## Curriculum Materials

All parish personnel involved in bilingual instruction are provided with all of the locally developed Title VII curriculum materials (grades Kindergarten through fifth).

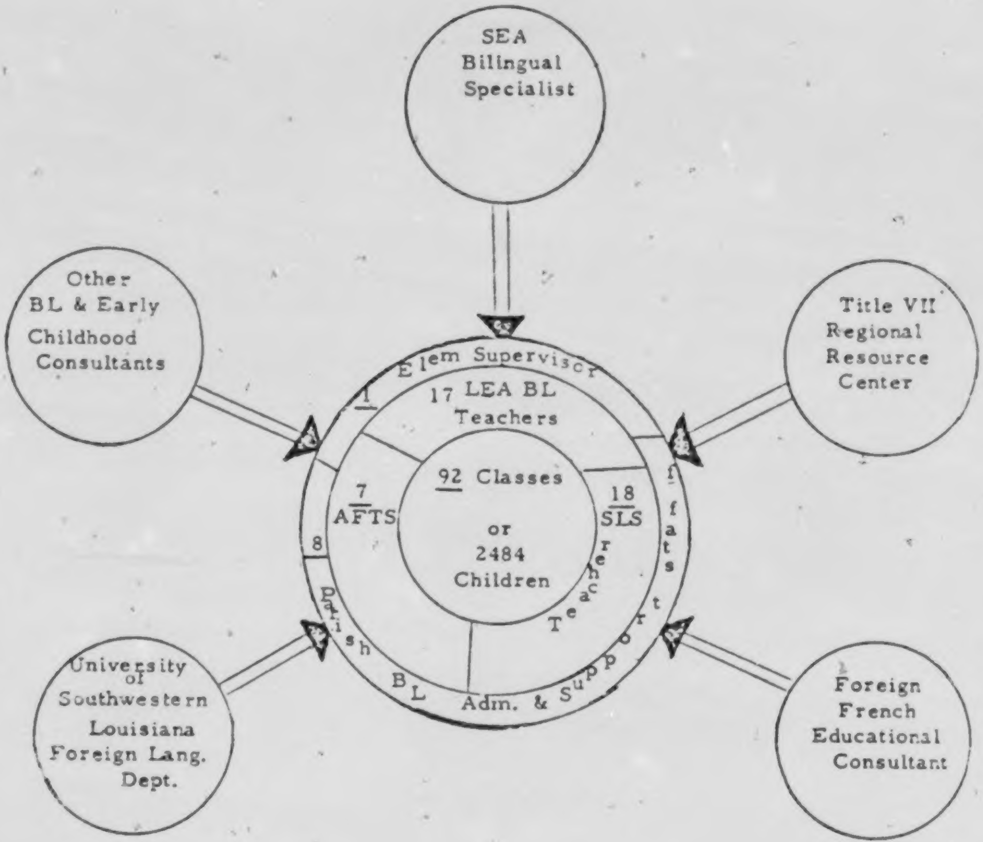
## Other Resources

Another potential resource available to the project is the newly funded Title VII resource center in LaFayette at the University of Southwestern Louisiana. This center opened its doors in September 1975 to serve 11 states. It will eventually provide technical assistance of linguistic specialists, materials, and evaluation services .

The diagram on the following page visually demonstrate the types of resources and technical assistance that are available and utilized by the St. Martin Parish. French is taught either as a second language or in a totally bilingual fashion to almost half of the elementary enrollment. Once a sufficient number of local teachers have completed the second language specialist training at the University of Southwestern

Louisiana and the bilingual curriculum has been completed through the eighth grade, all of the children will have the opportunity to learn both languages in a bilingual setting.

TECHNICAL RESOURCES


SEA Bilingual Specialist
Other BL & Early Childhood Consultants
Title VII Regional Resource Center
University of Southwestern Louisiana Foreign Lang. Dept.
Foreign French Educational Consultant
1 Elem Supervisor
17 LEA BL Teachers
92 Classes or 2484 Children
7 AFTS
18 SLS
Teacher
8 Parish BL Adm. & Support Staff

## Shifts In Funding And Support

In the spring of 1975, the Office of Education's bilingual office announced that the original Title VII five-year project was complete. There would be no more continuation grants, and each grantee would have to come in with a completely new proposal. This meant that the five member administrative staff, four bilingual specialists and 17 teachers would no longer receive federal funds. Even more significant would be discontinuing the sequential curriculum development which was already complete through the fifth grade.

As a result, the staff immediately set out to develop a proposal for a new pilot project, its initial focus on the sixth-grade, but intended to expand through the eighth. In addition, the second Title VII grant proposal requested funds for horizontal expansion of grades K-three into two additional primary schools.

The proposal was submitted to the Office of Education. A second Title VII grant was made to St. Martin Parish, but with a budget 40 percent below the level requested. Nevertheless, the new project started in September 1975 with a reduced administrative staff, the four bilingual teaching specialists, and 18 new elementary teachers enrolled in the second language specialist program at the university. Project BUILD focused on expanding the bilingual program to the sixth grade on a pilot basis, and on the K-three level. Projected plans included expansion to grades four, five, seven and eight.

When the federal funds were reduced, the Board of Education agreed to absorb the 17 teachers still in training under the original Title VII Program and to pay salary increments to these teachers receiving certification as Second Language Specialists.

All of the original 17 teachers continue to function as bilingual teachers in their own classrooms but now under local funding (teaching 60 percent English, 40 percent French). They use all of the materials developed by the original Title VII project, and receive technical assistance from the SEA and LEA. The school principals provide their daily supervision, and the parish elementary supervisor is responsible for their overall supervision and evaluation.

Also in 1975, for the first time, the state requested St. Martin Parish to absorb a portion (10 percent) of the cost of the foreign associate teachers of French. The local education agency's willingness to help support these teachers was another indication of the desire to continue French language instruction if at all possible.

In these ways, the responsibilities and funding for various components of the St. Martin bilingual program have shifted but the basic network continues to function in its mutually supportive way.

## IV. EVALUATION

### History Of Past Evaluations

No evaluations dealing specifically with the effectiveness of the collaboration of resources have been made in St. Martin Parish. Evaluations of the federal and state components have been made annually; but, because the Title VII and CODOFIL components use separate approaches to instruction and different sets of tests, no comparisons of the effectiveness of those two programs' have been attempted.

### Summary Of Past Evaluations

As mentioned previously, according to the results of the annual Title VII evaluations, the Title VII bilingual children's level of achievement has progressed from an average of two years below their peer or standardized tests to substantially higher than their peers at all grade levels except third grade. In fact, second grade bilingual students scored above local and national norms in both reading and math on the Metropolitan Achievement Tests in 1975 (see table below).

GRADE LEVEL NORMS

METROPOLITAN ACHIEVEMENT TEST

(METRO 70)

1973-1974

| | BILINGUAL | | SCHOOL | | PARISH | |
|---|---|---|---|---|---|---|
| | Reading | Math | Reading | Math | Reading | Math |
| Grade Two | 1.7 | 1.5 | 1.6 | 1.5 | 1.7 | 1.6 |
| Grade Three | 2.7 | 2.6 | 2.5 | 2.4 | 2.4 | 2.4 |
| Grade Four | 2.8 | 3.2 | 2.7 | 2.9 | 2.6 | 2.9 |
| Grade Five | 3.8 | 4.3 | 3.2 | 3.7 | 3.0 | 3.6 |

1974-1975

| | BILINGUAL | | SCHOOL | | PARISH | |
|---|---|---|---|---|---|---|
| | Reading | Math | Reading | Math | Reading | Math |
| Grade Two | 2.7 | 2.6 | 2.6 | 2.4 | 2.4 | 2.4 |
| Grade Three | 2.8 | 3.2 | 2.6 | 2.9 | 2.6 | 2.7 |
| Grade Four | 3.2 | 3.7 | 3.1 | 3.5 | 3.1 | 3.6 |
| Grade Five | 3.6 | 4.5 | 3.5 | 4.0 | 3.5 | 4.1 |

Results of CODOFIL's testing data have not been compiled and exist only in the students' individual records.

## Summary Of Study Team's Observations And Findings

In general, this project has evaluated thoroughly those children in the Title VII projects. The scores would seem to indicate that the teachers' methods have improved, since the children now score consistently higher than their peers in both reading and mathematics.

The one area of concern is the lack of comparative test data between Title VII bilingual and CODOFIL students in the area of French achievement. Such a comparison would appear to be of interest to all parties in view of the different methodologies utilized.

The steps that another project would have to take in order to initiate and carry out a similar project would be to:

- develop a sequential curriculum guide for use by staff, and from which test instruments could be drawn;
- begin the program on a pilot basis at the kindergarten and first grade levels and progress a grade level at a time, gradually expanding vertically and horizontially at the same time;
- provide a teacher training program for certified classroom teachers at a convenient university; the training geared toward certification and providing for a salary increment;
- provide ongoing inservice training; to keep all staff informed of all aspects of the program;
- provide for all teachers and specialists to work as a team in the ongoing developement and implementation of bilingual curriculum and methodology;
- develop and maintain community and parental support and active participation through advisory committees and good public relations;
- encourage and maintain active school board and administrative staff commitment and support;
- fully utilize local, state, and federal resources through consultants, curriculum developers, and evaluation and training; and
- include a built-in evaluation system, from the beginning of the project, which will provide feedback to all of the parties involved on all phases of the program.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

. The St. Martin Parish project is certainly a noteworthy demonstration of federal, state, and local collaboration of resources. Its success is particularly exemplified in the dramatic rise in test achievement of the participants in the program.

There appear to be several factors which allow the parish to initiate and maintain a project of this nature with its widespread implications for the total school system. Some of the factors include:

- the fact that 80 percent of the parish's population is French-dominant, both culturally and linguistically;
- the successful first year of the Title VII program, which made the parish highly receptive to the introduction of the CODOFIL program and of the foreign associate teachers of French;
- the successful completion of the first five-year Title VII project, which gave the LEA the incentive to absorb the costs of continuing its services, and to seek both more CODOFIL recruits and a second Title VII project;
- the open communication channels between all components of the program, including shared inservice training;
- the team work of the program personnel, and the approach of the project director, whose guidance and coordination has been the central force in this interlocking network of programs and services;
- the collaboration with the local university and the SEA, establishing in Louisiana a new kind of teacher certification as a second language specialist at the elementary level, with a corresponding salary increase (a major breakthrough at both the state and university levels);
- the full utilization of such local, state, and federal resources as consultants, curriculum developers, as well as evaluation and training components; and
- the development and maintenance of community and parental support and participation.

## Recommendations

The one recommendation to be made to the St. Martin Parish bilingual program would be that of a systematic comparison of achievement in French between the student in the Title VII component and those in the CODOFIL component.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROJECT

## WOODBURN, OREGON

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROJECT

# WOODBURN, OREGON

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Development Associates, Incorporated
1521 New Hampshire Avenue, N.W.
Washington, D.C. 20036

# I. PROJECT OVERVIEW

## Criterion Under Which the Project Was Nominated

The Woodburn, Oregon Bilingual Bicultural Education Project SER (Spanish, English, Russian) was selected by the Oregon State Department of Education as a project

> "which appears to have been effective in bringing together different language and cultural student groups in the same program."

The Woodburn "Human Awareness Program" component of the project was cited by the project director as being particularly innovative and effective in bringing together students of linguistically different backgrounds.

The pivotal component in the three culture language mix is the Russian student group. This group is relatively new to Woodburn and introduces a particularly unfamiliar language into the school system. Additionally, the Russian group represents a very constricted, religiously centered, and unique culture which the Woodburn project must understand and work with. The study team feels that the Woodburn project appears to have used considerable imagination, sensitivity, and skill in working with this unique Russian cultural group and integrating it with the Anglo and the Spanish dominant students who make up the Woodburn bilingual project.

## Overview of Past Evaluations

No formal evaluations of the Woodburn Bilingual Education Program have been conducted by outside agencies. Test data and program staff appraisal are the only evaluations available.

## II. GENERAL PROJECT DESCRIPTION

### Population Served

The city of Woodburn lies along the Oregon north-south coastal thruway (U.S. 5) about 50 miles south of Portland, Oregon's most populous city, and 50 miles north of the state capital at Salem. Paralleling the thruway and also serving this economic corridor is the Union Pacific Railroad. Woodburn city has a current population of 10,000 and the Woodburn School District about 2,400.

Situated between the Pacific Ocean and the Oregon Sierras, Woodburn enjoys a gentle climate and ideal growing conditions for agriculture. Over the years it has developed into the country's largest grass-seed production area and a highly important berry-growing area. However, because of its location, land values are rising and Woodburn is gradually evolving from an agricultural to a light industrial community. At present, the chief industrial employers are food processing plants such as General Foods and Smuckers Jam Company and some light assembly plants. About 30 percent of the labor force is employed in these industries. According to income level, Woodburn consistently ranks as one of the lowest in the state. The current unemployment rate is between six and seven percent.

The racial/ethnic breakdown of Woodburn includes about ten percent Hispanic residents, about ten percent Russian-speaking, and a very small percentage of Blacks and Orientals, less than one percent.

The Hispanic group is made up of Mexican Americans who have settled in Woodburn. The Russian-speaking group is composed of immigrants from various regions of Russia who have settled in Woodburn by way of South America, Iran, and Turkey. They are culturally and religiously conservative people who have preserved their distinctive way of life and traditions over several centuries, often under extremely difficult circumstances.

Within the School District of Woodburn is a senior citizen retirement village called Woodburn Senior Estates. The Estates is designed as a totally self-contained community of about 1,360 family homes and a population of 2,600 to 3,000 residents. Houses cost from $24,000 up, and residents must be at least 55 years of age. The Estate residents come from all over the country and some foreign countries as well. Given these circumstances, their age, their income status, the self-contained nature of their community, and their lack of ties with the community, the residents of the Estates have almost no interest in the educational status or problems of Woodburn. Thirty percent of the operating budget of the Woodburn School System is provided by state funds; 70 percent must be raised locally, through property taxes. The Woodburn Senior Estates' residents, who make up over 20 percent of Woodburn's property owners, have been very conservative in their attitudes toward school budgets and not supportive of special programs such as bilingual education.

## History of the Project's Needs Assessment

Until 1971 it was unlawful in the state of Oregon to conduct instruction in school in any language other than English. Even so, a few school districts were experimenting with Spanish language instruction in an attempt to meet the special educational needs of the newly settled Spanish-dominant school children. In 1971, the state legislature passed Article 336.074 which states:

> "Teaching in English required: exceptions. Instruction in all subjects in public, private, and parochial schools shall be conducted primarily in English, except:
>
> (1) Instruction in foreign languages
> (2) Instruction may be conducted in more than one language
>
> in order that pupils whose native language is other than English can develop bilingual skills to make an early and effective transition to English and benefit from increased educational opportunities."

This effectively removed the prohibition against the use of non-English instruction in schools by legitimizing existing bilingual activities. To date, however, there is not any state legislation which either specifically requires school districts to implement bilingual programs or stipulates the conditions under which they may operate. It has been an Oregon educational tradition to use legislation primarily to describe broad educational objectives and to leave to the State Educational Department the responsibility for developing specific program conditions and activities. Consequently, the Special Program Assistance Division/Compensatory Education of the Oregon State Department of Education issued a working policy on bilingual education in January 1976. This working policy statement gathered together and reviewed existing codes, legislation, and educational policy dealing with bilingualism, and promulgated the responsibility of the State Education Department to provide "support and technical assistance to the school districts in the planning, developing, and administering of these programs."

The state legislature has not yet appropriated any funds either to administer a state level bilingual office or to fund district level bilingual projects.

## The Woodburn School System

The Woodburn School System consists of five schools, two elementary, one middle, one junior high, and one high school, with a total enrollment of 2,400 students. The ethnic/linguistic breakdown for the entire school district is:

| | |
|---|---|
| English | 69% |
| Spanish | 19% |
| Russian | 12% |

Blacks, Asians, and American Indians make up less than one percent. The current school budget is about $3,069,000. State statutes mandate that school district operating funds be proportioned on a 30 percent state, 70 percent local contribution basis. Since Oregon has no state income tax, local school funds must be raised solely from local property taxes. Current experiences in Woodburn as well as in many other Oregon school districts have indicated that communities have not been sympathetic to increased school budgets, particularly not for special constituency programs such as bilingual education.

## Project Objectives

The overall objective of the seven-year Title VII project is:

> "To develop and implement an instructional program in the Woodburn School District which provides the opportunity for Russian, Spanish, and English-speaking students to participate in a Dual Bilingual Education Program. This Bilingual Program will be for the purpose of developing academic skills in the dominant language of the student while simultaneously learning the English language. A component in tri-cultural awareness is included in the instruction so as to develop a better understanding within the three ethnic and linguistic groups in the Woodburn Community."

## Objectives for the 1975-1976 Instructional Period

### Staff

This component will orient new staff and train new personnel needed to operate the program's proposed grades preschool through the sixth grade. Teachers already in the district and who are bilingual will participate in an improvement program via inservice training.

### Curriculum

The project staff will work toward the development of a scope and sequence of instruction to correlate with objectives C-1 through C-5. The project director and coordinator will conduct an evaluation to determine the effectiveness of the curriculum.

### Instruction

The staff in charge of curriculum will develop necessary instructional programs with specific behavioral objectives for each component C-1 through C-5. They will follow the curriculum guides in order to achieve behavioral objectives. An evaluation will be conducted by the program coordinator to determine the effectiveness of the process.

### Community Involvement

A Project Advisory Group formed of parents whose students are participating will assist project administrative staff in recruiting parents to participate in the bilingual classroom activities.

The project director describes this program as a trilingual project, transitional in approach, with an upper grade limit cutoff at the sixth grade. The preference of the director and of most of the staff would be to extend the program through to the 12th grade, but the Woodburn School Council recently voted to limit it to the sixth grade. Since this is the sixth year of Woodburn's program and since one grade has been added to the program each year, this is the first year that the project has included all of grades one through six.

### Relationship of the Program to the Woodburn School System

Woodburn's first efforts in bilingual education date from 1969, when a modest program in one elementary school was launched to work with newly settled Spanish and Russian dominant children. In the school year 1970-71, Woodburn received Title VII funding for its first comprehensive bilingual project.

The present bilingual project funded by Title VII involves 553 students in three elementary schools: Nellie Muir, Washington, and the Woodburn Middle School. The ethnic/culture and language categories of the students are:

| Language | Number | Percentage |
|---|---|---|
| Russian | 234 | 42% |
| Spanish | 182 | 33% |
| English | 137 | 25% |
| **Ethnic** | | |
| Caucasian | 371 | 67% |
| Hispanic | 182 | 33% |

The total enrollment of the three schools is 1,285. Thus, the bilingual program embraces nearly half (42 percent) of the three schools' student population. All identified Russian and Spanish dominant Woodburn school children in grades one - six who wish to participate are being accommodated by this project. The 137 English dominant children are interspersed in all grades, one - six, of both languages except first grade Russians.

Enrollment data for the entire Woodburn School District is shown in the following table. Figures in this table represent student enrollment as of June 1975.

TABLE I - ENROLLMENT DATA
(Include children enrolled ages 3-18 years inclusive)

APPLICANT'S NAME: WOODBURN SCHOOL DISTRICT 103-c

| NAME OF SCHOOL (a) | ENROLLMENT (b) | STUDENTS: NON-ENGLISH DOMINANT* (number) (c) | NON-ENGLISH DOMINANT (percent) (d) | LOW INCOME: NON-ENGLISH DOMINANT (number) (e) | LOW INCOME: ENGLISH DOMINANT (number) (f) | NON-ENGLISH DOMINANT TO BE SERVED (number) (g) | ENGLISH DOMINANT TO BE SERVED (number) (h) | TOTAL TO BE SERVED (number) (i) |
|---|---|---|---|---|---|---|---|---|
| 1. HIGH SCHOOL | 431 | 40 | 9.3% | 30 | 85 | 0 | 0 | 0 |
| 2. | | | | | | | | |
| 3. JR. HIGH SCHOOL | 336 | 61 | 18.2% | 55 | 70 | 0 | 0 | 0 |
| 4. | | | | | | | | |
| 5. MIDDLE SCHOOL | 538 | 174 | 32.3% | 150 | 80 | 118 | 45 | 163 |
| 6. | | | | | | | | |
| 7. NELLIE MUIR | 400 | 195 | 48.8% | 180 | 40 | 195 | 66 | 261 |
| 8. | | | | | | | | |
| 9. WASHINGTON SCHOOL | 347 | 155 | 44.7% | 145 | 50 | 155 | 56 | 211 |
| 10. | | | | | | | | |
| 11. | | | | | | Pre-School... | | 49 |
| 12. | | | | | | | | |
| 13. | | | | | | | | |
| 14. | | | | | | | | |
| 15. | | | | | | | | |
| 16. TOTAL | 2052 | 625 | 30.1% | 560 | 325 | 468 | 167 | 684 |

*"Dominant" refers to the language most relied upon for communication in the home and/or in the community.

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## Administration

In the early history of this project, separate parallel administrative staff existed for the bilingual project and the mainstream classes. It was necessary for the bilingual project director and the principals of the schools in which the project was located to constantly coordinate activities and define parameters of responsibility. The present administrative design merges the administration of both the bilingual and the mainstream educational programs under the principals at each of the three schools. Overall responsibility for the bilingual project rests with the principals of Nellie Muir Elementary School as project director. The principals of the Washington Elementary School and the Middle School work as associate directors.

The following administrative staffing plan delineates the entire project staff with the Woodburn School Administration:

WOODBURN PUBLIC SCHOOL DISTRICT 103-C
Project S.E.R. (Spanish, English, Russian)

Project # 470509

YEAR I STAFFING CHART

U. S. O. E.

State Title VII

Northwest Consortium

School Board Dist. 103-C

Dist. 103-C Superintendent

Secretary

Middle School Principal
Associate Director

Nellie Muir School
Project Director-Principal

Washington School Principal
Associate Director

Home School Contact

Resource Teachers

Resource Teachers

Spanish/Eng. Teachers

Russian/Eng. Teachers

Program Assistants

Program Assistants

Spanish/English Program

Parent Advisory Group

Russian/English Program

## Sources of Project's Supporting Funds

The total and types of funds received for the project in 1975-1976 are:

| | |
|---|---|
| State Bilingual | -0- |
| Local Bilingual Education Fund | $344,900 |
| ESEA Title VII | 212,000 |
| ESEA Title I Migrant | 53,400 |
| | $610,300 |

## Location and Characteristics of Facilities

The three schools participating in the bilingual project are located in Woodburn city proper, and are relatively modern one story buildings incorporating spacious grounds for play and outdoor activities. No particular feature other than display materials distinguish the bilingual classrooms from the regular classrooms. Of the three schools, only the middle school has a space problem. Several classes are presently being conducted in temporary structures adjoining the middle school building. When the new Woodburn Junior High School is completed,this space problem will be solved.

## Program Personnel

### Administrative Staff

#### Project Director

The project director, who is also principal of Nellie Muir Elementary School, is Mexican born, fully bilingual and bicultural, and holds an MA in education. He has been involved on several levels with bilingual education for the past five years, being project director on this program since 1972.

#### Associate Project Directors

The two associate project directors are principals at the other two participating schools, Washington Elementary School and the Woodburn Middle School. Currently, both are enrolled in beginning foreign language classes, one in Russian and the other in Spanish.

#### Bilingual Bicultural Secretary

One bilingual bicultural secretary is assigned to the project director and handles the project's clerical and secretarial tasks.

## Instructional Staff

### Teachers

There are a total of 23 teachers handling classroom instruction. ten in Spanish, ten in Russian, and three in English. All Spanish teachers are bilingual and almost all are bicultural as well. All of them hold BA degrees, several have studied in Mexico, and most have several years of teaching experience. The project has had great difficulty acquiring teachers for the Russian classes. At present, there is no educational program in the country preparing teachers for elementary education in the Russian language. For the most part, the teachers are Americans who have majored in Russian language or Slavic studies at various schools of higher education around the country. Many have acquired elementary teaching certificates during the course of their employment in the bilingual project. Several made trips to Russia to broaden their knowledge and to acquire specific materials and expertise in Russian language and cultural arts for the elementary grades. More than half of the ten Russian teachers are proficient in three or more languages, including three who are proficient in all three of the project languages: Spanish, Russian, and English.

The three English language teachers work with Spanish resource teachers and bilingual aides on a team-teaching basis.

### Support Staff

The supportive staff consists of two Russian resource specialists, one Spanish resource specialist, one Spanish resource aide, and a Russian home-school contact person. The resource specialists are responsible for curriculum development and technical assistance to the teaching staff in their respective language and cultural areas. In addition, first and second grade teachers have a teacher aide for a half-day each. Teacher aides are all bilingual and bicultural. All receive inservice training and some are enrolled in teacher training courses in local colleges and universities.

## Project Budget and/or Resources

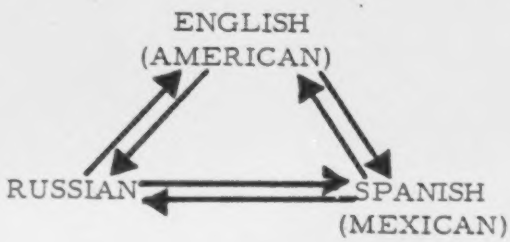
### B/L BUDGET

| ITEM | TITLE VII | TITLE I | LOCAL | | TOTAL |
|---|---|---|---|---|---|
| Personnel | $139,000 | USE EXCLUSIVELY FOR BILINGUAL KINDERGARTEN PROJECT | $ 276,000 | = | |
| Fringe Benefits | 32,626 | | 55,200 | = | |
| Travel | 5,000 | | --- | = | |
| Equipment | 2,250 | | 1,000 | = | |
| Supplies | 9,183 | | 45,000 | = | |
| Contractual | 3,500 | | --- | = | |
| Other | 14,388 | | 2,300 | = | |
| Subtotal | 03,901 | | | = | |
| Indirect Charges 4% | 8,099 | | | | |
| TOTAL | $212,000 | | $ 379,500 | | $610,300 |

## III. PROJECT METHODOLOGY

(In bringing together different language and cultural student groups)

It is the intent of the project to foster intercultural exchange among the three linguistic cultural groups representing Spanish, Russian, and English to the maximum extent possible. The program does not limit itself to American-Spanish and American-Russian cultural exchange, but also includes Spanish-Russian exchange. Thus, all of the directors of this tricultural exchange are engaged as depicted below:



The project is designed to promote this exchange in the following ways:

- All of the language arts classes (Russian and Spanish), except first grade Russian, include a significant percentage of English-dominant students. There is not any attempt to teach Spanish language arts to the Russian-dominant children, nor Russian to the Spanish-dominant.

- All of the children in the project participate in a cultural awareness component in which they learn about all three of the cultures represented in this project.

- All of the children in the project spend a minimum of 20 percent of their school day in activities involving a mix of all the three cultures.

- All teachers receive inservice training in cultural activities, enabling them to promote cultural understanding and exchange in their respective classrooms.

- The project calendar includes observance of significant cultural events, activities, and the historical dates of all of the three cultures.

- The Woodburn Title VII Bilingual Parent Advisory Group is comprised of three members representing each group, Anglo, Russian, and Spanish, for a total membership of nine. Other parents of all three cultural groups are also encouraged to participate in the advisory group's activities.

The Anglo-Spanish cultural relationship of this project is fairly typical of that encountered in most bilingual programs involving Anglo and Mexican American (former migrant) mix. The two groups begin to mix as they begin to acquire a communication bridge through the project's language arts and cultural awareness classes. No particular problems have arisen other than those normally presented by different cultures. However, the attempt to mix the Russian dominant students with the Anglo and Spanish students presents a particular challenge. This is a result of the unique background of the Russian community in Woodburn.

## Woodburn Russian Community

The following is a short historical sketch of the Russian community which was prepared by the Russian program coordinator of the Woodburn bilingual project.

> "Where do the Russian people in Woodburn come from?
>
> The Old Believers in Woodburn belong to three groups according to their place of origin - Eastern China, Western China, or Turkey. There are some differences among them in language and custom, although not significant. They consider themselves to be united by the bonds of a common religion, although long separated by time and distance.
>
> In 1957, the groups from Western and Eastern China were brought together in Hong Kong. They had endured much before finally obtaining permission to leave from the Chinese communist government.
>
> Under the auspices of the Tolstoy Foundation, the refugees were brought to Brazil and there earned their living mainly by farming. Some families went from Hong Kong to other countries - Argentina, New Zealand, Australia. The land was poor, and soon families began moving to Oregon where a small Russian community already existed in Woodburn. Families have been moving to Oregon from Brazil now since 1963 and are still arriving.
>
> The third group of Old Believers comes from Turkey. They had lived in Turkey for decades, and consequently their speech includes many Turkish words. Some families adopted Turkish surnames in order to avoid persecution as foreigners in a Moslem land. With the help of the Tolstoy Foundation, the Turkish group stayed for some time in New Jersey and from there moved to their new home in Oregon in 1963. The "Turkish Village" is a peaceful rural community just south of Woodburn. Its well-kept yards, colorful houses, and church suggest a 19th century Russian village.

> Other religious groups are also represented in the Woodburn Russian community. They are the Molokans, who emigrated from Iran about 20 years ago and also a group of Russian Protestants.
>
> What is the religion which dominates their lives?
>
> The Eastern Orthodox Church has been dominant in Russia since the 10th century. The Old Believers, or Old Ritualists as they are sometimes called, adhere strictly to the original teachings of the Orthodox Church. In the 17th century, Archibishop Nikon imposed certain changes in ritual and church structure on an unwilling population and thus brought about a great schism within the Russian Church. Those who resisted the changes have been branded heretics, persecuted, and driven into exile up to the present day. Adherents of the Old Belief have always endured much for their faith, from the persecutions of Nikon to those of the Bolsheviks and of the Chinese communists, to the rigors of life on the Alaskan frontier.
>
> The passing of time is marked by numerous holidays. The church year contains some 40 of them, of which Easter is the most solemn. Church is attended in the evening before a holiday and sometimes throughout the night. Work is not permitted on holidays. Three long periods of fast each year are observed strictly by young and old.
>
> Reverence for the old ways and customs is an essential part of life of the Old Believers as expressed in their daily attire - the traditional sarafan, rubashka, platok, and poyasok."

School officials and teachers have described these Russian community residents as very industrious, economically aggressive, but extremely conservative in their social and cultural practices and orientation. Their religious beliefs and obligations directly shape their daily tasks, time allocation, attitudes toward people and institutions, food, dress, and just about all social behaviors. Families are very close and children have well defined chores and obligations, such as caring for younger children, doing housework, completing chores on the family farm, and other family supportive activities. The Russian parents are raising their children in strict observance of their traditional culture, which is often in very strong contrast to that practiced by their children's Anglo and Spanish dominant classmates. The Russian children dress only in their traditional native dress, which is very distinctive and colorful and sets them obviously apart from their peers. Sometimes the strong cultural practices of the Russian community pressure the Woodburn School System into situations where standard school practices and regulations must be undefined. Some of the most significant examples are:

- The common practice of Russian families to withdraw their children from the public school system upon completion of the sixth grade.

The project staff feels that the Russian community supports the school system and is anxious for their children to learn English and other basic elementary level skills. Although the staff members are not certain, they think that the children are withdrawn because the parents do not feel that education beyond that point is of value to them within the context of their own value system. Some also suspect that the objection may be related to the fact that the children normally enter puberty within a year or so after the sixth grade. This practice of withdrawing children after the sixth grade is in violation of state public education requirements, but the state and school district have not chosen to pursue the issue in that direction. The district has, through the efforts and design at the bilingual project, attempted to persuade the community to leave their children in school by creating a learning environment compatible with the cultural preferences of the Russian community. In the 1975-76 school year, seven students from the Russian community who came up through the grades in the bilingual project, finished sixth grade and stayed for seventh. The principal of the middle school hopes to retain 60 percent of them through the seventh grade in the 1976-77 school year.* To date, no Russian child has completed high school.

- A second serious concern to the bilingual project is the large number of religious holidays which are observed, resulting in a serious loss of class time for the Russian children. Since religious observance is vitally important to the Russian community, the project must cope with the decreased attendance as best it can.

- There are numerous cultural preferences and prohibitions observed by the Russians to which the project staff must be sensitive and respective; however, once understood, they are accommodated within the project without too much difficulty. Examples of these are:

  Fasting: Fasting means abstaining from all animal products, including meat, butter, eggs, and milk. Wednesdays and Fridays of every week are fast days. On these days children should not eat food containing animal products.

  Problems arise when school parties happen to fall on fast days. Russian children are then placed in a difficult position; they want very much to take part, but know that it is wrong to do so. For Halloween and Valentine's Day, Woodburn Russian-English classes celebrate the day before or the day after if it happens to be a fast day. In addition, there are recipes for cakes and cookies made without eggs and milk which can be enjoyed by all children.

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* As a postcript, 30 Russian students remained for seventh grade in 1976-1977.

Listening to Music, Watching Television, Taking Photographs: These are avoided, particularly during fast time. The Turkish group is most sensitive about having their pictures taken. Parents generally agree that television may be used for educational purposes, but not for amusement.

Children may refuse to clap hands, snap fingers, or whistle during physical education or music time at school. They firmly believe this will summon the devil, and so it is forbidden.

Generally speaking, the Russian community strives to be a self-contained society and has no desire to mix with the general community. They do not encourage outsiders to join in their own community life and resist attempts by outsiders to press change upon them. They have experienced a good deal of hostility in prior cultures where they have settled, so they are relatively guarded in their dealings with outsiders. If pressed too hard, it is likely that they would move their community elsewhere. In fact, a few families have moved from Woodburn over the past two years.

## Intercultural Dynamics

The project is designed to promote intercultural exchange in all directions. However, due to the unique cultural characteristics of the Russian students, the Anglo-Spanish exchange is much greater than the Anglo-Russian exchange. The Spanish-Russian exchange is very limited. The Anglo student fuctions as a kind of cultural common denominator in this triangle. The project has never attempted to systematically evaluate the learning effects of a tri-cultural class situation over a bicultural one. The cultural design for the mix which is used is based upon several considerations and assumptions, such as:

- that cultural separation is unhealthy and counterproductive, as well as contrary to HEW requirements;
- that having more than one LESA cultural group within a program reinforces the need and legitimacy of the bilingual approach for the students, the teachers, and the community; and
- that there is some commonality in program approach to bilingualism and biculturalism that is readily transferred to trilingualism and triculturalism.

The present classroom linguistic cultural mixture is as follows:

Spanish

Grades 1-4: Class ratios are approximately 16 Spanish dominant children to five or six Anglos. Except for physical education and some special events, these children remain in this cultural configuration. These classes are taught by bilingual bicultural teachers with bilingual aides.

Grades 5-6: About the same ratio of Spanish-dominant to English dominant children exists as in grades one-four. A bilingual teacher takes the class for Spanish language arts, English reading, and the cultural component. A monolingual English mainstream teacher is responsible for social studies, art, science, math, and English Grammar.

Russian

Grade 1: All of the classes in Russian grade one are composed entirely of Russian-dominant children. This is because the average Russian child entering the first grade is considerably behind his Anglo and Spanish counterparts in readiness skills, and needs at least a year of concentrated preparation for the regular curriculum.

Grade 2: Those Russian children identified by the staff to be still in need of readiness training are retained in Russian-only second grade classes. Those who have developed the requisite skills are placed in mixed Russian/English classes on about the same ratio as the second grade Spanish/English Anglo classes (16 to five or six).

Grades 3-6: In the third grade, there is a Russian/English mix, with a bilingual teacher for about 70 percent of the day. The remainder of the day is spent with mainstream teachers. In the upper grades, the Russians are in mixed Spanish/Russian/English classes for most of the day, with some special Russian language arts instruction from bilingual teachers for small parts of the day.

## The Curriculum Approach

To the maximum degree feasible, the project attempts to employ an individualized approach to all subjects. In the last year's program, all subject matter classes from language arts to science and social studies were laid out with detailed measurement of skill and knowledge. Because the project director and the staff felt that the record keeping and testing became too overwhelming, this approach was dropped for some of the subjects. The individualized approach is presently used for first language development, second language development, math, and cultural awareness.

The following are the specific student achievement objectives of the project for these areas as described in the initial project proposal.

## Achievement and readiness in the dominant language

Objectives: By the end of the program year, students in the first grade will demonstrate readiness skills in their dominant language, English, Russian, or Spanish, as measured by the Test of Basic Experience (TOBE), to be given before September 15.

By the end of the program year, children in grade one through six English/Russian and English/Spanish classes will demonstrate their achievement as measured by the Wide Range Achievement Test (WRAT), to be given before June 1. The class mean score will equal or exceed the National Mean Score for grade levels.

Criterion-referenced testing will be used for English, Russian, and Spanish-speaking students as outlined in the Woodburn Curriculum Guide. As the child achieves at the 90 percent level of accuracy, he will progress to the next skill.

Process: As a function of the determined deficiencies for each child, individualized learning packages (already developed by TOBE) will be employed to build deficient skills. Continual assessment utilizing TOBE will serve as a reference for each child's progress.

As a function of deficient skill area, children will be sent to resource teachers for more exact diagnosis. From these diagnoses, individual, team, and package work will be constructed, and remediation may be carried out in the resource center or in the classroom.

Continuous evaluation of achievement throughout the school year will be provided by criterion-referenced testing in the following areas: language arts, math, second language, and spelling.

## Achievement in Language Arts

Objectives: The child will perform throughout the instructional period at his own rate in gaining the skills outlined in the Woodburn Curriculum Guide,"A Skills Approach to Elementary Reading," and in staff-developed guides for Russian and Spanish. As the child achieves an 80 percent level of accuracy on a particular skill mastery test, he will progress to another skill.

Process: The child will receive small and large group instruction from teachers and aides in the skills that he has not yet mastered. Whenever possible, the instructions will be individualized to meet the needs of each child. A profile of the skills mastery will be kept for each child as a record of his progress.

### Achievement in Mathematics

Objective: The child will perform at his own rate in gaining the skills listed on the Woodburn Math Skills Guide. As he attains an 80 percent level of accuracy on a particular skills mastery test, he will progress to another skill.

Process: The child will receive small and large group instruction from teachers and aides in the skills to be mastered. Whenever possible the instruction will be individualized to meet the needs of each child. A profile of skills mastery will be kept for each child as a record of his progress.

### Achievement in Second Language

Objective: The child will perform throughout the instructional period at his own rate in gaining the skills outlined in the staff-developed language guides for Russian, Spanish, and English. As the child achieves an 80 percent level of accuracy on a particular skills mastery test, he will progress to another skill.

Process: The child will receive small and large group instruction from teachers and aides in the skills that he has not yet mastered. Whenever possible, the instruction will be individualized to meet the needs of each child. A profile of the skills mastery will be kept for each child as a record of his progress.

### Cultural Understanding

Objective: Children will be able to demonstrate their cultural understanding by scoring an 80 percent level of accuracy, as measured by the criterion-referenced tests correlating with the scope and sequence program of instruction.

Process: The children will receive small and large group instruction from teachers and aides in the cultural content to be learned. A profile of cultural concepts will be kept for each child as a record of his progress.

## Testing Approach

Testing is generally performed by the project coordinator, classroom teacher, and resource teacher. The evaluation instruments used (as described in their proposal) are:

### TOBE (Test of Basic Experiences)

This test is designed to assess the pupils in the area of reading readiness. The test is also used to assess all students entering the first grade for the first time. There are two basic parts to the test: Language and Mathematics Level (L). The ceiling score in each is N-28. The minimum criterion set by our project is 80 percent ceiling score or N-22. The test is also available in Spanish and has been translated into Russian.
(Used for the purpose of obtaining Summative Data.)

### WRAT (Wide Range Achievement Test)

This instrument has been used for the last three years. It has been found to be most applicable and productive for the purpose of measuring students in the main areas of study: Word Reading, Spelling, and Arithmetic. This test is available only in English. While the test does not contain a part for comprehension, the program has been assessing comprehension via the Stanford Reading Achievement Test. The WRAT test can be used with preschool through college level students.
(Used for the purpose of obtaining Summative Data.)

### Stanford Achievement Test

The Stanford Test is used throughout the District. The project has been using this test for the purpose of assessing comprehension. The test requires a vast knowledge of vocabulary and structures. The parts mainly used from this test are: Word Meaning and Paragraph Meaning.
(Used for the purpose of obtaining Summative Data.)

### Russian As A First Language (Russian Perfile)

Criterion-referenced tests have been developed in Russian to assess competency in Russian as a first language. Tests available reflect the culture of the target population and are in an interdisciplinary style. This testing procedure is under constant refinement, since Project SER is the only program with a Russian component.
(Used for the purpose of obtaining Formative Data.)

## NSST (Northwestern Syntax Screening Test)

The purpose of this test is to screen students who may have a speech impediment of some kind. There are three parts: Phonology, Semantics, and Syntax. The test is designed to measure speech receptively and expressively. This test is only designed to assess pupils who are of three years through eleven years old. The test is administered individually. (Used for the purpose of obtaining Summative Data in Oral Language.)

## H-200 Modified

The H-200 test which originated in San Diego, California, through Moreno Educational Associates has been modified to better meet the needs of the students, particularly the Russian youngsters. The test contains one hundred items. They are designed to assess the usage of language structures. The vocabulary contained in the test has been correlated with the English language arts materials being used to teach reading.
(Used for the purpose of obtaining Formative Data.)

## WLPT (Woodburn Language Production Test)

This test is a screening device that was locally developed. Its main purpose is to assess the youngster's usage of: nouns, verbs, adjectives, adverbs, singular nouns and plurals, pronouns, gerunds, plural-irregulars (child-children), and prepositions. This test has not been normed. In our implementation, we have found things worth mentioning to the instructional staff. Continued use of this instrument is imperative to arrive at some reliability.
(Used for the purpose of obtaining Formative Data.)

## Spanish As A First Language (El Perfil)

Criterion-referenced tests have been developed in Spanish, utilizing the vernacular to properly assess Spanish as a first language. There are four basic components to these tests: Phonetic Analysis, Structural Analysis, Comprehension, and Study Skills. This testing procedure is under constant refinement. Reliability will be improved as students begin to complete all expected competencies.

## Inservice Training

One of the stated objectives of the project data deals directly with teacher preparation. The project proposal states that each teacher in the Bilingual Program who does not have complete elementary certification in the State of Oregon will present to the bilingual project director a documented course of study leading to certification. This course of study will be from an institution of higher education accredited by the Oregon Board of Education and will be presented to the bilingual project director no later than November of the current teaching year.

Each project teacher and each project teacher aide meets with the director at the beginning of the school year to discuss individual academic preparation needs. Appropriate college course work related to elementary or to bilingual project job is prescribed. Tuition for coursework approved by the director is paid by Title VII funds. The paraprofessional teacher aides meet every other week during the year with the staff director and others to discuss tools and techniques for class planning, conducting student group sessions, assisting teachers, and teaching English as a Second Language. The director is hoping to be able to secure college credit for the teacher aides who attend these sessions. New teachers work closely with their language resource teacher to learn the project curriculum and methodology.

## IV. EVALUATION

### History of Past Formal Evaluations

No formal evaluations have ever been proposed or implemented to measure the effectiveness of this project in terms of its bringing together different language and culture student groups in the same program. Consequently, evaluative data is limited to observations by the project staff, teacher, community observed, and the study team.

It is the study team's opinion that the project should be looked at in terms of the project's own stated objectives, and whether or not the project's methods of integrating the three cultures is effective in achieving those objectives. Of critical importance is the project's handling of the Russian cultural component. The Russian component is a uniquely difficult and challenging ingredient in the project mix and takes particularly sensitive and knowledgeable handling. In the study team's opinion, it is a significant achievement to have accomplished the task of keeping the Russian students in the program with as little difficulty as they have apparently experienced in Woodburn.

The project staff and teachers feel that the program is meeting the stated objectives. The latest project quarterly report to the U.S. Office of Education, dated December 31, 1975, reports on-schedule progress for all stated project goals except staff development and parent advisory group participation. These two items are behind schedule, but not seriously. It could be concluded from this progress data that Woodburn's efforts to bring together different language and culture student groups is effective to the extent that the project seems to be meeting its stated objectives. Without some further agreed-upon criteria for defining effective, it is difficult to present additional statistical documentation to support the conclusion that the project is, in fact, effective in the school's category of nomination. Additional support for reaching such a conclusion must be limited to observations by the project staff and the project study team.

The project has been able to integrate the three cultural groups in the six grades chosen for the project, half of the classes within those grades, and in most of the subject areas within those classes. In the two non-English language arts classes (Spanish and Russian) the project has perceived student progress with both English dominant and non-English dominant students. The project staff, especially those dealing with curriculum and methodology planning, feel that the Spanish and Russian language arts and culture components could "pollinate" one another. That is, some experience and approaches gleaned from Spanish and Russian classes may well be transferable, at least in part, to the other language.

An example of this is the Spanish-reading methodology which was developed by the project director. It utilizes the criterion-referenced approach. Based upon this Spanish-reading program design and the positive experience it generated, one of the Russian resource teachers developed a Russian reading program design. The project staff is in general agreement that a program dealing with the three cultures has some advantage for public acceptance over a two culture approach. Their theory is that it reduces the pressure on the minority student by spreading it over two cultures instead of one. The Spanish bilingual teachers are convinced that the presence of the Russian children definitely supports the Spanish dominant children by making the Spanish child feel less out of place, less a minority in the total school environment.

The socialization patterns of the tricultural student mix is a direct reflection of the Russian cultural preference rather than the dynamics of the trilingual project. The Russian community does not encourage its children to socialize with the Anglos or Spanish dominant children. Outside of school, the Russian children rarely come into contact with the Anglo or Spanish children and thus do not have many chances to form friendships. Anglo-Spanish socialization is frequent however. The teachers and school principals observe that there is a definite difference in interaction between the three cultures in the elementary grades, particularly in the bilingual project and in the secondary grades. In the upper grades, the Russian children are very isolated and are looked upon as "odd" by Anglo and Spanish classmates. The principals feel that this experience is a strong contributory factor to the Russian withdrawal or dropout rate.

It seems to the study team that the project has two basic approaches open to it in dealing with the Russian community. The first is to try to Americanize the Russians in their dress and to persuade them to socialize outside their own culture. The second approach, the one which the bilingual project appears to have selected, is to deal delicately with the Russians on the Russian's terms, respecting their values and advancing American values only when they are not in conflict with the Russians' own values. This takes a great deal of patience and sensitivity to carry out as parts of the community do not understand and sometimes resent what they consider to be "pampering" of the Russians. They would prefer the school to place heavier pressure upon the Russian children to conform with American cultural values. Given this situation, the Woodburn bilingual project is walking a thin line, as far as the Russian students are concerned, between the traditional cultural preferences of the Russian community and the preferences of the larger community. The project fully realizes its "middle man" role, and absorbs a good deal of criticism from the Anglo dominated Woodburn school board and the community at large.

The staff members also state that a high priority is to educate the public about the trilingual program and its methodology. Part of this thrust is to increase the participation of the parents of children in the trilingual project, which has been disappointing to the project staff thus far.

One element not presently in the project, which both the trilingual administrator and the teachers feel is important, is a preschool program for the Russian children. The first grade Russian teachers state that they spend most of the first grade year just helping the children to develop readiness skills which their Anglo and Spanish classmates already have. It is for this reason that the Russian children in the first grade have not been mixed with the Anglo and Spanish dominant children.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

It is the opinion of the study team that this project is a noteworthy example of a bilingual education project that appears to have been effective in bringing together different language and cultural student groups in the same program. The reasons for this conclusion is stated in the evaluation section. In summary, the study team feels that the project is successfully accomplishing its own stated goals, and has integrated the three linguistic and cultural groups in an effective manner. It should be noted that the Russian community, with its unique cultural values, has presented the Woodburn project staff with an unusually difficult task. Therefore, it is the opinion of the study team that the Woodburn SER project has handled a difficult and unusual challenge very well.

## VI. SOURCES OF FURTHER INFORMATION

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# BILINGUAL EDUCATION PROJECT
# YAKIMA VALLEY, WASHINGTON

Prepared for:

U.S. OFFICE OF EDUCATION

BY

DEVELOPMENT ASSOCIATES, INCORPORATED

March 1977

# BILINGUAL EDUCATION PROJECT

# YAKIMA VALLEY, WASHINGTON

## A Case Study

Prepared for

the

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

OFFICE OF EDUCATION

Office of Planning, Budgeting, and Evaluation

Under Contract No. 300-75-0353

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Development Associates, Incorporated
1521 New Hampshire Avenue, N. W.
Washington, D. C. 20036

# I. PROJECT OVERVIEW

## Criterion Under Which Project Was Nominated

The Yakima Valley Bilingual Bicultural Project was nominated as:

> "a bilingual education project that appears to represent effective intrastate regional collaboration in the planning and implementation of its educational activities."

In the State of Washington, the Education Services District (ESD) serves as an intermediate level of organization between the SEA and the LEA. The Yakima Valley project's specific area of noteworthiness lies in the collaboration that exists between the ESD and five of the individual districts (LEAs) that are served by the ESD, as well as the collaboration among the LEAs.

## Overview Of Past Evaluations And Their Findings

There have been no formal evaluations with respect to the collaboration among the five LEAs involved in the project or the collaboration between the project staff (at the ESD level) and the LEAs.

## II. PROJECT DESCRIPTION

### Population Served

The Yakima Valley is located in the south central part of the State of Washington. It is a part of the 4th Congressional District, which has the highest percentage of Spanish-speaking persons, farmworkers, and families with incomes below poverty level in the State of Washington.

Yakima County is the largest in Educational Services District 105, with 31.8 percent of the school population. In fact, all but two of the school districts in ESD 105 are either in Yakima or Kittitas Counties. The area is one of extreme contrasts of wealth and poverty. Yakima County has the tenth highest agricultural production in the U.S., and, in fact, ranks first in the production of hops, mint, apples, and pears while **fourth** in the total number of farms.

Unfortunately, this agricultural base provides only seasonal employment and the resultant low income is reflected in a number of ways. Even without including the migrant farm labor group, compared to other areas of the state this area has:

- the highest public assistance case load;
- the highest school dropout rate;
- one of the highest alcoholism rates;
- the highest rate of substandard housing;
- one of the highest rates of low income households (under $3,000 per year);
- one of the highest proportions of elderly persons;
- the lowest percentage of persons with high school and higher educational attainment; and
- the second highest percentage of non-White population (mostly Indian).

The population within ESD 105 is approximately 174,460, with the following racial/ethnic composition:

| | | | |
|---|---|---|---|
| Non-White | | 7,676 | 4.4% |
| Indian | 1,745 - 2.3% | | |
| Other | 1,918 - 1.1% | | |
| Black | 1,745 - 1.0% | | |
| White | | 166,784 | 95.6% |
| | TOTAL | 174,460 | 100.0% |

Persons whose language of origin is Spanish number approximately 15,004 (8.6 percent) of the population of ESD 105. Migrants started arriving in the middle to late 1950's, and many stayed due to the exceptionally long growing season, resulting in a population boom in the 1960's.

The following table shows the number of children enrolled in the public schools of Washington State by ethnic count. The concentration of Spanish language origin students in the Yakima Valley and the participating LEAs is immediately apparent.

| Geographic Area | Spanish Surname | | American Indian | | Asian | | Black | |
|---|---|---|---|---|---|---|---|---|
| | # | % | # | % | # | % | # | % |
| Washington State | 17,452 | 100 | 15,987 | 100 | 13,050 | 100 | 22,332 | 100 |
| Major Target Area* | 9,332 | 54 | 2,410 | 15 | 549 | 4 | 1,254 | 6 |
| Project LEAs | 4,016 | 23 | 1,715 | 11 | 112 | 1 | 406 | 2 |

*The major target area is the Yakima Valley, Columbia Basin, which takes in the five counties of Yakima, Grant, Adams, Franklin, and Benton.

## History Of Project's Needs Assessment

No formal assessment of the needs for education was made until 1975 by the Yakima Valley project, in part because of some strong initial opposition to the program from local school board members and parents, including the parents of Mexican American children. However, in 1975, in preparation for the second phase (6th - 10th year) of the project, a needs assessment was conducted using a variety of means, including:

- an education task force meeting;
- parent questionnaires;
- parent meetings;
- staff meeting input;
- a teacher aide questionnaire; and
- the previous year's evaluation data.

As a result, the need to provide the following was identified:

- Spanish language instruction to Spanish language origin (SLO) children;
- communication skills in the first and second language to SLO children;
- a suitable environment in the classroom for learning and social interaction;

- reinforcement of positive self-esteem in SLO children to foster among all students a respect and appreciation for other cultures and languages;
- training of teachers in bilingual bicultural education;
- the opportunity for parents/community to become involved in the project; and
- effective and sequential bilingual bicultural teacher guides.

## Description Of The School System In Which The Project Operates

The area encompassing the counties of Kittitas and Yakima, and the Goldendale and Bickleton School Districts of Klickitat County is known as Educational Service District (ESD) 105. The area is divided into seven director districts; accordingly, the ESD board of directors is composed of seven members who, in turn, appoint an ESD superintendent.

The ESD's most important role is as a service agent for local school districts. In principle, it provides only those services that cannot be performed efficiently, effectively, and economically by the local school district. The ESD system also is intended to provide equalization of educational opportunities and resources for all students, which is particularly helpful to the smaller LEAs in the service district (ESD).

An advisory committee composed of one superintendent from each of the director districts works with the ESD superintendent to make recommendations for changes to the ESD board of directors, which also has the responsibility of evaluating the services provided by the ESD. The bilingual bicultural project director has the opportunity to report to the superintendents concerning the program, its funds, and its progress at monthly meetings of the superintendents of the local districts. ESD 105 services 23 local districts. Four of these districts (Grandview, Sunnyside, Toppenish, and Yakima) and one in ESD 167 (Prasser) participate in the bilingual bicultural project. Some of the ESD funding currently comes from the counties. There is, however, a four year phase-out of county support, which will eventually lead to the state's providing all ESD funds.

The board of each LEA is composed of five members and meets regularly to take care of policy and other relevant matters. The board appoints the LEA superintendent, who handles the day-to-day affairs of the school system. LEA funds come from personal property taxes, state support, and an additional levy on property. This latter property levy must be put before the voters each year, with up to two elections permitted. Two of the LEAs participating in the bilingual project have experienced great difficulty in passing school levies, thus reducing their school budgets.

## Project's Primary And Secondary Objectives

The primary objectives of the Yakima Valley bilingual education project are:

- to increase conceptual development;
- to increase communication skills;
- to transfer learning and teach English; and
- to develop bilingual bicultural children.

What may be considered as secondary objectives, although not expressed as such in the project literature, are those relating to:

- the provision of pre- and inservice training for teachers, aides, and other staff members which may be counted toward a degree in a field related to bilingual education;
- the involvement of parents and the community in the program to create awareness, understanding, and active support; and
- the development and utilization of sequential bilingual bicultural teaching guides and take-home materials.

There is not complete unanimity of opinion with regard to the project's objectives and the philosophy underlying these objectives. The project staff prefers a maintenance approach while some principals, superintendents, and board members favor a transitional philosophy. According to one source, the ESD board espouses a philosophy of conservatism and believes it should "push programs that are successful and leave experimentation to others; pick up on the best of these and implement a modified version."

## Relationship Of The Project To The School System

The relationship of the project to the school system can be viewed in two ways: first, as a project administered by the ESD as a service to the five participating LEAs; second, as a project of the participating LEAs, since they are the consortium that requests the funds from the federal government. It is actually both. The organizational setup of the ESD has made room for the project, and provides the space for the staff. The LEAs, on the other hand, request the funds and provide the teachers for the classes, as well as hire the teacher aides who are paid from project funds.

Careful coordination between LEAs and ESD 105 is necessary for maximum utilization of all available resources, by such means as an Administrator's Conference which was held in cooperation with the Title I Migrant Program.

Superintendents, principals, and PAC (Parent Advisory Committee) members from all participating LEAs attended, 140 in all. On the next page is a chart which outlines the administrative and management organization of the ESD.

One of the participating LEAs also has a second bilingual project in one of its schools. The "YES" project, operating in the Toppenish School District, stands for Yakima,* English, and Spanish. Actually, it is a trilingual project. In Lincoln Elementary School, there are 250 children participating in the "YES" project as compared to the 125 participating in the project under study here. Some of the children participating in this Title VII project also participate in Title I Migrant or other Title I programs.

The state has set aside special funds which, at times, are used for bilingual education. The state legislature has appropriated $380,000 for the URRD (Urban/Rural Racial Disadvantaged) fund and one of the five LEAs in the Title VII project (Sunnyside) receives URRD funds for bilingual education; $48,000 for the current school year.

## Personnel Involved

The project staff at the ESD 105 offices includes six persons; four professionals and two secretaries. The four professionals are:

### Project Director

The director has an MA in Mexican American Education and is bilingual and bicultural. He served the project first as curriculum-community specialist and has been director for two years.

The duties of the director include:

- personnel supervision;
- coordination of operations with school districts and respective staff;
- planning and implementing pre-and inservice training for project staff;
- fiscal management;
- educational system design for bilingual programming; and
- public relations.

### The Coordinator of Curriculum and Instruction

The curriculum coordinator has a BS in Elementary School Administration. He has several years of teaching experience in the elementary grades and has been an instructor in Education at the University of Utah. Previously director of the Salt Lake Valley bilingual bicultural consortium, he has served in the Yakima project since the fall of 1975. He is bilingual and bicultural in Spanish and English.

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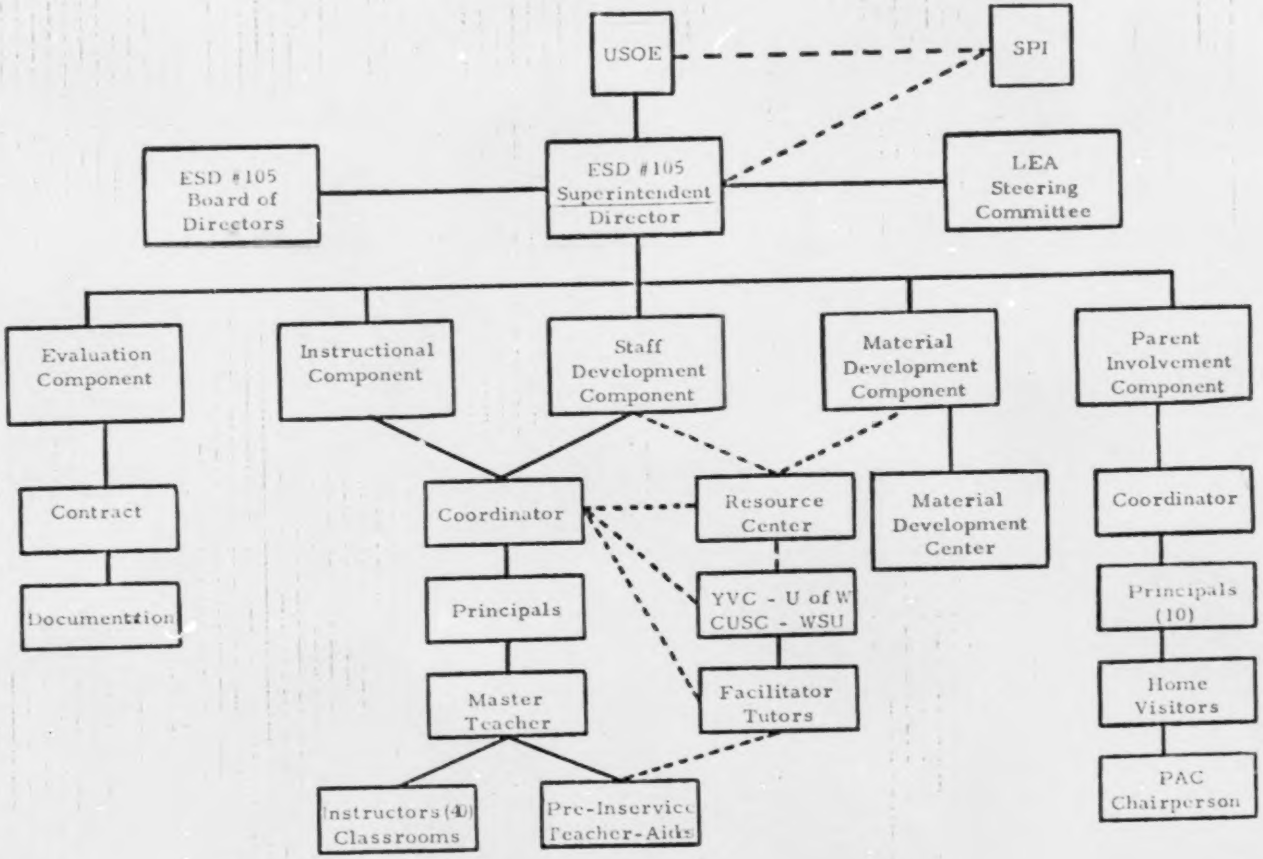
* Yakima is an Indian dialect.

MANAGEMENT COMPONENT CHART


USOE
SPI
ESD #105 Board of Directors
ESD #105 Superintendent
Director
LEA Steering Committee
Evaluation Component
Instructional Component
Staff Development Component
Material Development Component
Parent Involvement Component
Contract
Documentation
Coordinator
Resource Center
Material Development Center
Coordinator
Principals
YVC - U of W
CUSC - WSU
Principals (10)
Master Teacher
Facilitator Tutors
Home Visitors
PAC Chairperson
Instructors (40) Classrooms
Pre-Inservice Teacher-Aids

The duties of the coordinator of curriculum and instruction include:

- working with institutes of higher education and the resource center staff to plan, develop, and coordinate the use of materials and techniques;
- planning and implementing pre-and inservice training activities;
- assisting in developing and equipping bilingual classroom learning centers;
- visiting teachers and aides, assisting them in the use of bilingual bicultural techniques and materials; and
- planning and coordinating all staff meetings.

## The Coordinator Of Parent-Community Involvement

The parent-community coordinator has worked with various community organizations for several years. Most recently, she was the community specialist with the State Migrant Program and with the Migrant Parent Advisory Committee. She is a teacher, has a Bachelor's degree in education, and is bilingual and bicultural.

The duties of the coordinator of parent-community involvement are to:

- provide assistance to the LEAs in organizing the Parent Advisory Committee (PAC);
- develop orientation/training materials for use with PACs;
- develop training programs for PAC members;
- maintain adequate files of contacts; and
- provide feedback to the program director regarding PAC activities and/or training.

## The Staff Development Coordinator

The staff development coordinator is completing an MA in Elementary Education. She has previously conducted training in bilingual education and cross-cultural sensitivity for teachers, teacher aides and parents, and has also had experience in curriculum development. She is bilingual and bicultural in Spanish and English.

The duties of the staff development coordinator include:

- to work with institutes of higher education, the resource center, and other programs in the development of a comprehensive teacher and teacher aide training;
- to schedule and implement pre-and inservice activities;
- to plan and coordinate staff meetings; and
- to organize and implement a visitation schedule to all schools in the project.

All of these staff members are responsible for providing coordinating services to the LEAs working with teachers, principals, and superintendents. The local school district staffs include:

Resource Teachers (of which there are seven), must have some experience in a bilingual program and must be certified. The role of the resource teachers is to:

- assist in organizing and managing the classroom learning for the bilingual bicultural program;
- search out and visit exemplary programs;
- provide workshops and training to teachers and teacher aides as assigned; and
- assist teachers and teacher aides to develop practical bilingual teaching skills.

The resource teachers, hired at the LEA level, are not all bilingual bicultural.

Classroom Aides

The aides must have a high school education, as a minimum, and an ability to work with children. There are 32 teacher aides working in the project. Many of them are studying for certification with the assistance of project staff development funds.

School Community Workers (Home Visitors)

The school community workers (SCWs), are the link between the classroom and the home, between the school and the community, and between the principal and the PAC. They visit classrooms, meet with teachers and parents, and coordinate activities of the bilingual project with those of the schools and assist in the planning of PAC meetings, cultural activities, potluck dinners, and fiestas, involving parents as much as possible. Two of the LEAs have a school community worker. The other LEAs are coordinated directly by one of the other core staff members.

Coordinator of Services (CS)

This is a "spare time" activity carried out by one of the regular teachers, resource teachers, or teacher aides. Four LEAs have a coordinator of services. The position was created due to a need and demand for greater communication. The CS assists the coordinator of curriculum and instruction especially in reporting to the school level the results of the monthly meeting held to discuss issues relating to the curriculum and services rendered by the core staff in this area.

Each LEA project staff receives $100 per month for calling and holding meetings at the school level, keeping records, and attending project meetings at the ESD level.

Project Budget and/or Resources

The project budget is given on the following page, for the major line items, and per school district.

In addition to the $438,000 total funding, the project is also receiving $67,50 for traineeships, through which the teacher aides are studying for certification.

# YAKIMA VALLEY BILINGUAL BICULTURAL PROJECT
## 1975-76

| Object Class Categories | ESD 105 | Grandview | Prosser | Sunnyside | Toppenish | Yakima | TOTAL |
|---|---|---|---|---|---|---|---|
| Personnel | $ 76,200 | $49,600 | $27,300 | $18,000 | $38,400 | $67,500 | $277,000 |
| Fringe Benefits | 10,634 | 5,500 | 3,500 | 2,700 | 5,200 | 8,775 | 36,309 |
| Travel | 5,640 | | | | | 920 | 6,560 |
| Equipment | 1,120 | 3,660 | 4,970 | | 3,860 | 1,640 | 15,250 |
| Supplies | 3,060 | 3,900 | 7,500 | | 4,900 | 5,200 | 24,560 |
| Contractual | 18,000 | | | | | | 18,000 |
| Other | 52,681 | 860 | 860 | | 5,060 | 860 | 60,321 |
| TOTAL | $234,835 | $63,520 | $44,130 | $20,700 | $57,420 | $84,895 | $438,000 |

# IV. EVALUATION

## History Of Past Formal Evaluations

No formal evaluations by outside agencies have been conducted. Although internal evaluations have been conducted every year since the second year of the program, the collaborative effort itself has not been directly evaluated at all.

The internal components which have been evaluated each year include:

- Instructional;
- Staff Development;
- Parent-Community Involvement;
- Materials Acquisition; and
- Management.

## Summary Of Past Formal Evaluations

The evaluation design has remained relatively consistent throughout the life of the project, with the expected yearly modifications and additions to refine procedures and increase efficiency.

For all the components, except the instructional, the evaluations have consisted of checklists, questionnaires, or documentation to verify that a given task was indeed accomplished. For the instructional component, a variety of tests are used to measure the attainment of specific objectives. For 1973-74 and 1974-75, the results were as follows:

> In 1973-74, kindergartens reached more than 80 percent of the objectives in all areas; first and second graders reached the 80 percent level only on the language component; and third graders did not reach the 80 percent level on any test. In the second year of testing, the general trends appear to be similar -- kindergartens reached 80 percent of the objectives in all areas; grades one, two, three, and four did not achieve 80 percent in any area except third grade language and fourth grade science.

Several of the evaluation reports suggest that the performance objectives may be unrealistically high. They have remained the same throughout the life of the project. According to one school principal, Mexican American students participating in the project have advanced ahead of those that are not participating; and in the regular classroom, many Mexican Americans are now at the top of their classes. However, the testing data is not currently analyzed to reflect this kind of progress.

Subjective evaluations of the management component of the project (i.e., questionnaires) touch on the intrastate collaboration indirectly. As expressed in one of the evaluation summaries of the management component, it is difficult to perform certain "executive functions... due to the relationship of the project to the individual school districts; it has to operate as an advisory agency rather than as an executive one..."

## Summary Of Study Team's Personal Observations And Findings

Interviews with administrative and teaching personnel in the educational service district and local education agencies elicited generally favorable responses about the collaboration effort. As one principal said, "the LEAs and individual schools need the expertise of the ESD staff and consultants. The district cannot run the program without the assistance of the ESD staff."

Any project which involves the collaboration of many individuals and programs has certain inherent problems. The judgments of program administrators about the collaborative effort as revealed in interviews, range from "enchanted" to "dissatisfied." About half of the principals expressed favorable attitudes towards the program; others have strong reservations and less commitment. At the LEA level, the superintendents are somewhat negative, partly due to the time limitations on funding.

Administrators, project staff, and teachers all expressed the need for greater communication between LEAs, and between the project staff and individual schools and teachers. They also stated a need for more training.

On the positive side, several staff members stated they were impressed with the multi-district design. They felt that it strengthened the status of the program, creating a positive change in attitude on the part of the parents and community at large.

## V. STUDY TEAM FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

Although the effectiveness of the Yakima Valley Bilingual Education Program is mixed, the ESD 105 and LEAs in the valley do appear to be working together in basically effective and useful ways. The LEAs and individual schools cannot provide as extensive services for themselves as they can together through the ESD project staff. The ESD provides the technical assistance and coordinating services which the LEAs need but cannot afford on their own.

A particular strength of the program is the increasing role of parents (both Spanish and Anglo) on the PAC (Parent Advisory Council) and in the classrooms. The schools are appreciative of the assistance the parents provide.

### Recommendations

- A management analysis study to provide information on more efficient use of resources, and improved communication between program components and staff; and
- Refinement of evaluation techniques, particularly data analysis methods, and possible re-evaluation of achievement standards.

## VI. SOURCES OF FURTHER INFORMATION

For additional information about the project, contact:

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